

# National Civic Review

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March 1961

Volume L, No. 3

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- Pittsburgh Makes  
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# National Civic Review

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## News of the League

### State Studies Get 'Lab' Test

The first of the League's publications issued in its State Constitutional Studies Project underwent something of a laboratory test in Chicago in February.

The League of Women Voters of the United States arranged a conference for state leaders of that organization from the states in which the leagues have constitutional revision on their programs.



John P. Wheeler, Jr.

Planners of the conference obtained in quantity copies of the four publications available; other materials still in draft form also were supplied by the National Municipal League.

John P. Wheeler, Jr., director of the project, was invited to make a keynote speech in which he described the project's publications and discussed the "findings" developed by various studies.

He suggested that we should not

necessarily abandon "the classic prescriptions for constitutional reform but rather we should re-examine them in the light of American federalism 1961 style. In so far as students of government and other reformers are able consciously to affect the development and structure of state government and politics, their objectives should be determined by the present and developing role of the states in our system and not by some outmoded conception of the state as a semi-sovereign, self-sustaining, independent unit of government."

### Start Planning For 1961 Conference

Preliminary plans for the 67th National Conference on Government, to be held in Metropolitan Miami November 30-December 2, are being made by the League staff and leaders in the Miami area. This will be the second in the three-year Conference cycle built around the over-all theme *The American System: Web of Governments*.

The 1960 Conference in Phoenix stressed the dilemmas faced by the conscientious citizen who is baffled by the

*(Continued on page 171)*

Conference Planners: Clockwise, Edward M. Kresky (with back to camera), William J. D. Boyd, John E. Hebout, George H. Deming and William N. Cassella, Jr.



# Two League Officers Taken by Death

Two noted civic leaders, both honorary vice presidents of the National Municipal League who had long been active in its leadership, died in January.

Harold S. Buttenheim, editor emeritus of the *American City Magazine*, who for many years was nationally known for his writing and participation in movements concerning city and regional planning, housing, zoning, slum clearance and other problems, passed away at his home in Madison, New Jersey, January 11 at the age of 84.



Harold S. Buttenheim



William J. Pape

William J. Pape, publisher of the *Waterbury Republican* and the *Waterbury American* in Connecticut, died January 29 at the age of 87 in St. Petersburg, Florida. Mr. Pape was awarded the Pulitzer Prize for public service in journalism in 1940 for personally directing an exposure of corruption in Waterbury's government that led to the imprisonment of eighteen municipal officials.

Mr. Buttenheim, who founded the *American City* in 1911 with his brother, Edgar J. Buttenheim, served as editor of that magazine until 1955. He was president or vice president at various times of many civic organizations including the American Society of Plan-

ning Officials, the Tax Institute (which he founded) and the Citizens Housing and Planning Council of New York City.

Both Mr. Buttenheim and Mr. Pape served several terms on the League's governing Council before becoming honorary vice presidents.

## \$25,000 Gift Cuts Mortgage

The mortgage on the National Municipal League's headquarters building was reduced in February to \$50,000 by a \$25,000 contribution from the trustees of The Cowles Charitable Trust, holder of the mortgage.

The gift, in the form of a credit against the mortgage, was the second made by the trust since the League acquired the building six years ago. The previous gift, also of \$25,000, was made in 1960.

The trust, from which the League purchased the building, was established in 1948 by Gardner Cowles, president of Cowles Magazines and Broadcasting, Inc., and editor of *Look*.

## New R. D. Editor

As of January 1961, Anne K. Stich, staff associate of the League, became editor of the REVIEW's Researcher's Digest. Mrs. Stich, a 1957 graduate *cum laude* of Mt. Holyoke College, majored in political science and history. She spent her junior year in Geneva, Switzerland, attending the University of Geneva and the Institute of Advanced International Studies. Mrs. Stich succeeds Mrs. Patricia Shumate Wirt, editor of the department since May 1959.



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## Editorial Comment

### How About This?

**C**ONGRESS and many state legislatures meeting this year will face the need of getting tax money to meet mounting costs of government.

Before raising taxes there are other things to do first: (1) economize, (2) plug loopholes. There are so many loopholes in federal income taxes I won't try to discuss them here.

This little article is about sales taxes collected from the consumer but not sent to the treasury of the city or state. Most merchants are honest but some are not.

Taxpayers would feel better about paying sales taxes if they felt sure that all the taxes they pay went to schools and other public purposes.

Taxpayers are customers. As customers they like trading stamps. Economists have questioned whether trading stamps are sound but, when all the arguments have all been heard, trading stamps usually survive.

Does this suggest anything?

How about letting the customers, who double as taxpayers, double again as tax enforcers?

How about requiring the merchant to buy sales tax stamps from the city or state government which he would have to give to the customer—and

to the customer these would serve as trading stamps?

The customer would save his stamps and when his book was full carry it to the tax office and collect his rebate, a percentage of the face value of the book, which would represent the total of the taxes he had collected.

The tax trading stamps would be additional to other private trading stamps he is now collecting. There would have to be a certain minimum number of stamps required for redemption.

The customer had paid for his stamps with his purchase. He would surely want to see that he got back the money that was due him. So when the merchant gave them to him, he surely wouldn't throw them on the floor or leave them on the counter, for they would represent money, like his change. And if any merchant failed to give them to him, he would ask "Where are my tax stamps?"

This sounds so good that surely there are some bugs in it. But if it sounds that good, it's very probable the bugs could be got out. Let me know what the bugs are and how they could be got out.

EDWARD J. MEEMAN, *Editor*  
*Memphis Press-Scimitar*

### A Shorter Ballot

**T**HE greatest single barrier to informed voting is the long ballot. There is such a thing as asking voters to vote on so many issues and offices that they find it impossible to

vote intelligently on any of them. A 1956 ballot in Little Rock, Arkansas, listed 169 elective offices to be filled by the voters.

Donald M. Nicholson, Denver

election official, reports that in 1960 Denver voters were expected to make intelligent and well informed decisions on seven constitutional issues and 95 candidates for 45 offices.

The Oregon ballot is so long and confusing that school textbooks cite it as the worst ballot in the United States, admits Jack F. Thompson, state director of elections.

Voting participation would soar if voters were not confronted with a bewilderingly long ballot of local, state and national candidates, says former U. S. Senator Edward J. Thyne of Minnesota.

President Woodrow Wilson once confessed his ignorance of 80 per cent of the candidates he voted for. In 1959 nearly nine out of ten voters stated that they knew little or nothing about candidates listed on the ballot, according to Dr. Gallup.

How short should the ballot be? It should be short enough to enable the voter to make decisions on an informed basis. Richard S. Childs, founder of the short ballot movement, believes it should contain no more than five choices.

The logical way to shorten the ballot is to remove all minor non-

policy-making offices as coroner, sheriff, etc.; and all important offices of a specialized character on which the voter is not qualified to judge, for example, judges, treasurer, attorney general, etc.

The average voter is no more equipped to choose judges, comptrollers, secretaries of state, engineers and a host of other offices still on many state and local ballots than he is to select the head of the Atomic Energy Commission or Federal Reserve System. A better method would be to remove such technical posts from the ballot and appoint them on the basis of civil service examinations or some other kind of merit system. According to Dr. Gallup, the majority of American adults (52 per cent) favor such a move.

Besides stimulating more thoughtful voting, a shorter ballot would help reduce the number of voters who sometimes fail to vote because of confusion over the long list of candidates and issues. A 1959 Gallup study showed that nearly one voter in five admitted occasionally failing to vote because of the long ballot and uncertainty about the mechanics of voting.

BRENDAN BYRNE, executive director of The American Heritage Foundation, in *Let's Modernize Our Horse-and-Buggy Election Laws*, published by the Center for Information on America.

# Are the Cities Broke?

Mayors told to quit griping about rural, U. S. hurdles and to master own financial problems.

By HARLAN CLEVELAND\*

**I**T IS said that the annual convention of the American Municipal Association is the occasion on which the nation's mayors get together to complain about federal intervention in municipal affairs—and demand more of it. What brings Washington into the affairs of cities is usually the simple political fact that it is easier to get money from the federal government than to raise it from the cities' own citizens.

Many people believe that local governments are "broke." It is widely reported that municipal officials are running out of tax gimmicks, or running out of property to tax, or maybe just running out of popular willingness to raise more taxes.

This worries them, as well it might; the nation's life and livelihood are more and more concentrated in its urban areas. For 40 years past, and for 40 years into the future, all our net increases in population have taken or will take place in our metro-

politan areas. Less than a hundred million people lived in metropolitan areas in 1950. In the year 2,000 the figure will be 255 million—or so the statisticians tell us.

There are two propositions that fly in the face of current comment about "the metropolitan problem."

One is that local governments are not broke; they just think they are. They are like a rich man who cannot remember where he stashed his riches. Our metropolitan cities and suburbs are bankrupt all right but not in resources. They are bankrupt, most of them, in imagination, organization, leadership and will.

The other proposition is that the federal government's task in these circumstances is not primarily to put up the money the local governments cannot find but to join in the search for more and better sources of local government funds. But this will not happen so long as most municipal government people think of the federal government as (a) the enemy, and (b) in Washington. It is neither. It is—or can be—your best friend. And it isn't in Washington, it's right across the street from city hall.

Where can you lay your hands on some more money for better services and capital improvements?

Let us start with that durable antique, the property tax. Somebody long ago told us that local governments had to subsist by taxing real and personal property and most of

\* Dr. Cleveland, recently appointed assistant secretary of state for international organization affairs by President Kennedy, was dean of the Maxwell Graduate School of Citizenship and Public Affairs of Syracuse University from 1956 until 1961. He has held numerous appointments in international affairs including that of director of the China program of the Economic Cooperation Administration and assistant director for Europe of the Mutual Security Agency. This article is adapted from Dr. Cleveland's address before the American Municipal Association, New York City, November 28, 1960.

our communities have been doing it ever since. And the old girl has plenty of life in her yet; the fact is, the property tax has worked surprisingly well.

Between 1948 and 1959 revenue from property taxes almost tripled while gross national product was not even doubled. But to accomplish this result, the tax rates had to be hiked several times in most communities. By and large it is more the valuation of property than the willingness of the people to vote for rate increases that has prevented a more rapid growth in the "take" from the property tax during the past decade. In other words, voters in the communities tend to be more sensible and less subject to pressure than the so-called experts who assess property.

In New York State it seems that for every dollar of increase in income there is an increase of only about 66 cents in property valuations. If our municipal governments were tougher about raising assessments to match the general growth of the economy and the gradual depreciation of the dollar in real terms, they could wind up with a great deal more revenue from the property tax without going to the people as often for increases in the rates.

Even if we squeeze the most that can be squeezed out of the property tax, it probably will not be enough to provide all the public services those 255 million people in our metropolitan areas will be demanding by 1999. But local governments are not limited, except by their own mythology, to taxes on property. Income taxes and sales taxes can be mentioned only in whispers in some

communities, but they are probably fairer than the property tax.

There appear to be two reasons why most cities and towns do not look more closely at the potential of income and sales taxes. One is what an African tribe would call a "taboo." There is a widespread fiction that income taxes have been "pre-empted"—that's the four-dollar word now in circulation—by the federal government and the states. There is also a general reluctance in the state legislatures to let cities tax people who do not live in the cities, whether with income taxes or sales taxes.

\* \* \*

It is true there is a long tradition behind the proposition that one pays taxes where he sleeps. But the longevity of a tradition is no measure of its good sense in a world that changes as fast as ours does. What made city government well-nigh impossible was the removal of its best taxpayers—and many of its best potential political leaders too—from homes inside the city limits. What will restore the cities to good health may be the transfusion of revenue collected from people who work downtown, even if they sleep in a cornfield over in the next county. The people of every state have the power to levy an income tax or to let its municipalities levy an income tax; the same is true for sales taxes. And in most state legislatures today, if all the urban representatives got together they could easily put through the necessary amendment.

The stickiness of state legislatures on this subject is often blamed on the fact that farmers and rural towns are typically overrepresented in them.

But an important part of the trouble is simply that the representatives from many of the medium-sized metropolitan areas do not yet think or vote as if they were elected by urban people; they too often vote as if Main Street were sown to legumes and the suburban shopping centers were really modernistic cowbarns.

Where I come from in Upstate New York, our legislators often act as though Syracuse were still a rural backwater of the "Big City" downstate. Whatever the Big City is for, the upstate representatives are inclined to be against. Yet Upstate New York, that is New York State excluding New York City, is as industrial an area on many of the most relevant indices as the whole states of Massachusetts, Ohio, Illinois or Michigan. When all the urban representatives learn to get together and think as city folk, a political revolution will be in the making. It may not revolutionize our party politics, since no party has a monopoly on solutions to urban problems, but it will revolutionize our thinking about the role of the state in their solution.

There is another main reason why our cities are not taking advantage of the modern kinds of taxes that don't depend so heavily on real and personal property. It is the mutual distrust among our too numerous units of local government. Every central city is afraid of chasing customers out to the shopping centers, or chasing office workers to other cities, or chasing industries out to the suburban industrial parks. Every residential town knows that nice families and smokeless, noiseless, wasteless research labs, those ideal industrial neighbors for a residential

community, will refuse to move into a suburb with high taxes if other suburbs are advertising a better break for the taxpayer.

Thus in the typical metropolitan area we have the competitive coexistence of too many cities, towns and villages, not to mention districts for sewage disposal, pollution control, water supply, schools, parks, transportation and the like. The coexistence is uncomfortable and the competition is unhealthy—a booby-prize race to see which unit of government can collect the least money from its citizens.

\* \* \*

What's wrong with this picture? The paradox is that the vast bulk of our nation's wealth and income is right there in our urban areas. Nearly all our new net investment from year to year occurs in these same urban regions for which the term "metropolitan" now seems to be favored. If the wealth is there, and if people want to buy more public services than the present governments can afford, it is surely not beyond the ingenuity of modern man to devise some way to raise the funds.

The way we are now doing it is obviously the wrong way. When we want more or better public services, we now do one of two things: set up a new kind of district or ask the federal government to help. Both solutions result in further fragmentation of the public power to act in the public interest by glorifying highly specialized solutions to particular problems at the expense of rational management of the urban region as a whole.

The special district, which has per-

formed nobly in many vacuums, has now proliferated so that the management of our metropolitan areas closely resembles the way Chinese governments used to manage their national budgets. In old China each department had to find enough income-producing functions to finance those expenditures that were a dead loss to the department. Thus several agencies would battle for the right to manage the offshore fisheries, which were highly profitable to the government, while research in agricultural science, which produced no revenue, languished. If we have learned anything at all from a generation of systematic study of public administration it is that tying particular sources of revenue to particular kinds of expenditure is the most inefficient way to run a government.

Federal intervention is not much better organized—at least not yet. To be sure, the agencies which directly or indirectly prop up most of the so-called private enterprise in the housing field do try to condition their help on getting the city to dream up a “workable plan”; but usually this plan is for a pretty small segment of the metropolitan area involved. And overshadowing all else is \$13 billion of federal highway money, described by the *Wall Street Journal* early last year as “a vast program thrown together, imperfectly conceived and grossly mismanaged, and in due course becoming a veritable playground for extravagance, waste and corruption.”

This program, the largest public works effort in history, should be a centerpiece in the planning of every metropolitan area in the United States. It calls for 41,000 miles of

highway—prudently bare of a single gas station, restaurant or rest room except on toll roads—connecting every city in the land. Half the expenditure will be inside the urban areas. Yet there is literally no provision for planning complementary facilities like commuter railroads and mass transit or tying highway materials to plans for urban renewal.

\* \* \*

The highway program is now the largest and most dynamic urban activity; it could be used to bring some order into metropolitan area planning. But, viewed in these terms, the program cannot be said to have developed any real leadership, direction or purpose other than to quiet the enormous political enthusiasm for roads by building fragments of magnificent highway here and there all over the country.

Hopefully the Kennedy administration will follow through on Senator Joseph Clark's proposal to set up a government department to coordinate the federal government's powerful but incredibly scatterbrained efforts in metropolitan development. If such an agency is set up, it should surely not be limited in its jurisdiction to housing, important as that is, but include also a firm hand on the urban half of the interstate highway program.

The lack of coordination in the highway crusade, and its horse-and-rabbit imbalance with other forms of urban public investment, fully justifies the wry prediction of Senator Eugene McCarthy of Minnesota. Soon, he said, “You'll be able to drive 80 miles an hour along super-highways from one polluted stream to another, from one urban slum to



another, from one rundown college campus to another." The American Municipal Association has been clear-headed about this problem for some time now. Yet the volume of nonsense on the subject grows louder with each year's proliferation of specialized attacks on what should be a general problem. You will have to speak your good sense louder if you expect anybody to listen.

If local governments are multiplying like rabbits and federal programs are trampling around our metropolitan areas like runaway horses, what about that forgotten unit of government, the state? The reserved powers of the states, after all, just happen to be the ultimate source of legal authority for everything that local governments do or leave undone. Shouldn't the state governments be the first court of appeals for local governments that feel broke in the midst of growing metropolitan wealth?

What it all comes down to is this:

The issue isn't between a hundred thousand local governments and a big bully in Washington. It is a more sophisticated question than that and a more interesting one. The question is whether the federal government, the states and the best and most imaginative political leadership in our local communities, working together and re-enforcing each other, are going to develop metro-wide systems of revenue for metro-wide problems, by taxing incomes and business transactions throughout the metropolitan area and spending the funds for metropolitan area improvement under local democratic controls. Failing this, our fragmented urban governments will resume their com-

petitive inaction, our state governments will sulk and gradually wither away, and the people will insist that the federal government start setting up federal metropolitan districts to do what obviously has to be done—plan the main lines of development of each metropolitan area and collect revenue from the metropolitan region as a whole for its own development.

There is thus no longer any real nourishment in that traditional fairy tale about the big bad federal wolf and the stubborn attempt of grassroots government to avoid being ravished by federal aid. Prosperity and procreation, the internal combustion engine and the rubber-tired wheel have created the inflated metropolis whether we like it or not. Our job, the most complex and therefore the most exciting job there is in the third quarter of the twentieth century, is not to complain about the urban region but to govern it.

What faces us is not a financial crisis. The wealth is there. The crisis is of leadership and of imagination—our leadership and our imagination. The enemy is not the federal government, or the state, or those stupid planners over in the next jurisdiction. The enemy, if any, is our own incapacity to develop enough first-rate political leaders and to keep their attention focused on the problems of government in the metropolitan region as a whole. So saying, I cannot do better than to end with Walt Kelley's classic exhortation:

"Resolved, then, that we shall take our stand upon this very place, with small flags waving and tinny blasts on tiny trumpets, and meet the enemy. And may he not only be ours, he may be us."

# Cities to Doughnuts

Dying downtowns can be revived, says planner,  
only by comprehensive, integrated approach.

By VICTOR GRUEN\*

**T**HE key to business success in our cities is obviously closely related to the future of our American downtown areas in general.

Offhand, one would believe that in view of the population explosion, which will lead to an increase in size of nearly every urban area in the United States, there should be a rosy outlook. Unfortunately this is not so. There is a chance that our metropolitan areas will grow vigorously and yet our downtown areas will dry up. Our cities will then resemble doughnuts with all the dough in the suburbs and a hole in the middle.

What is the reason for this paradoxical phenomenon? Our downtown areas, being characteristically in the older sections of the city, have not adjusted themselves to the twentieth century. They are outmoded, outdated and outflanked. Because of this they are suffering seriously from dwindling retail business, deteriorating real estate values and deteriorating environmental qualities.

At the bottom of the problem is the fact that from year to year fewer

people travel daily into the downtown area. If one should ask the average citizen why he avoids downtown, he would answer that he goes there only to make money, if absolutely necessary, but certainly not for the purpose of spending it. His reasons are simple:

1. He can't get into it.
2. He can't get out of it.
3. He can't get around in it.
4. He can't find a place to park.
5. The values which downtown can give him become increasingly fewer as far as shopping, theaters, movies, convenience, amenities and beauty are concerned.
6. The sacrifices in time and nervous energy become greater and greater.

Thus, if the average citizen does not have to go downtown, he stays home. People who once lived in or near downtown have, if they could afford it, moved out into the suburbs. Their reasons are that downtown is too noisy, too dirty, too dangerous and too ugly. Thus, the residential areas in and near downtown have been settled by those who, for economic or racial reasons, have no other choice. Slum and blight conditions have been created and downtown business suffers further because only unfortunate and economically weak segments of the population live in or near the area. Things have become, in fact, so bad that finally action is setting in to restore the geo-

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graphically best located area within any metropolitan district to its self-evident, deserving role.

Revitalization of downtown has become in the last five years a clarion call. I firmly believe that in the next ten years we will see that the millions of words written about saving downtown and the thousands of plans made for this purpose will be converted into action.

I believe in this so firmly because we can no longer afford inaction. No city can afford economically to have that portion of itself which historically has carried the main tax load, and thus is responsible for the financial well-being of the metropolis, become a ghost town. I believe in it because without a thriving downtown area our entire urban culture—and with that probably our civilization, which is an urban one—will be dealt a death blow.

\* \* \*

The first signs of action become apparent now. Urban redevelopment legislation geared to downtown revitalization has been adopted during the last two years, and in a number of cases private enterprise with city cooperation has assumed the task.

What is it that has to be done?

1. Accessibility to downtown must be restored. This can be achieved by a combination of new and improved public and private transportation carriers.

2. Circulation has to be restored. Inasmuch as a downtown area, in order to be functioning, must be compact, it must be freed (at least on its public road surfaces) from traffic congestion caused mostly by private automobiles. Loop roads sur-

rounding the area and acting as retaining basins for the automobile traffic coming over arterial highways are one of the answers. Garages directly adjoining these loop roads constitute another portion of the retention basin. Public transportation in the form of rapid transit underneath the downtown areas, moving sidewalks, "carveyor" lines connecting downtown points with each other are other elements. Slow moving electric vehicles traveling on the surface are still another.

3. Attraction of middle income residents. Good middle income housing in and around downtown secured through slum clearance, redevelopment or renewal is the tool to achieve this aim.

4. Improvement of environmental qualities. This will be automatically achieved in part by the elimination of surface traffic from downtown streets and by urban renewal and redevelopment. In addition, improvement of the environment can be achieved through landscaping, better lighting, better street furniture, the introduction of fountains and expressions of the arts.

5. More convenience. Arcades, colonnades, overhanging roofs, covered streets will protect urbanites in inclement weather. Rest benches, sidewalk cafes and exhibits will contribute to greater convenience.

The plan for the revitalization of the downtown area of Fort Worth, Texas, which Victor Gruen Associates developed four years ago, has become the acknowledged basis for hundreds of revitalization plans. This plan has not been executed up to now. Edmund Bacon, the city planning director of Philadelphia, said

about it, "It is the only unborn child which has hundreds of grandchildren." Our office is working on downtown plans for cities of all sizes all over the nation. Among them are Santa Monica, Redondo Beach and Fresno, California; Kalamazoo, Michigan; Green Bay, Wisconsin; St. Paul, Minnesota; Newark and Paterson, New Jersey; Stamford, Connecticut; Rockville Center, Syracuse, Lockport and Niagara Falls, New York; and many others. In all these cities urban redevelopment projects deal specifically with the revitalization of downtown, bringing into play all the actions I have mentioned.

\* \* \*

A special case is Rochester, New York, first because it is a private redevelopment project, which is greatly assisted, however, by the city. Second, it is important because it is under construction and scheduled for completion in 1962. Here is a bit about its history.

Three years ago we were approached by two department stores. Our clients said they had to make a choice between engaging in a branch store program in suburban areas or doing something drastic about their downtown stores, which were steadily losing business. They disliked the first alternate because in a city the size of Rochester suburban branch stores in thinly sprawling suburbia were not too promising. They knew the second choice was risky. After studying the city, we found that the administration had made some important progress, giving promise for the future of downtown. It was constructing an elevated loop road, which will be completed in two or

three years. It was constructing a new civic center and had built a number of municipal garages in the downtown fringe area. These activities were sufficiently encouraging for us to advise our clients to take the second alternative and make the gamble on downtown.

We designated an eleven-acre area adjoining and connecting with the two department stores as a redevelopment area in the very core of downtown. After working out a plan we were able to win cooperation from the city in a threefold manner:

1. The city agreed that one street and parts of other streets could be closed to automobile traffic.

2. The city agreed to construct underneath the future shopping and business hub a 2,000-car garage on three levels.

3. The city agreed to construct the first leg of an inner loop road which would create accessibility for the underground garage and the rear entrance of the new shopping hub.

This new core area has been named *Midtown Plaza*. It will contain about three million square feet of business rental areas consisting of the two department stores, which will be significantly enlarged, the largest existing hotel in Rochester, a new eighteen-story office and hotel building (the lower floors are reserved for offices, the top floors for restaurant and hotel rooms), a four-story office building for the telephone company and about 250,000 square feet of new retail rental space on two floors. In addition there will be auditoria, children's play areas, meeting rooms, a sidewalk cafe, etc. All the facilities, new or old, will be arranged around

(Continued on page 148)

# Communities and Floods

Rapid urban growth emphasizes need for long range planning in previously affected areas.

By AELRED J. GRAY\*

FROM the evidence at hand there seems little doubt that in the United States most of the major disasters caused by floods in recent decades are the result of urban population, industry and business expanding into flood hazard areas with little or no regard to the natural conditions known to exist there.

In Louisville, Kentucky, builders apparently make little distinction between the protected and unprotected sides of the Jefferson County Levee. The *Louisville Courier Journal* comments: "Outside the levee there has been a building boom of sizeable proportions in the fourteen years since the 1945 flood, the second highest in history. . . . All told, there easily may be 3,000 and probably more new houses built in Jefferson County in areas that were under water in 1937"—the year of the highest flood of record.

Chicago and Tampa have suffered serious flood damage not from unusually high rainfall but because intensive building and other land development increased runoff and restricted the natural floodways and storage areas.

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In Columbus, Ohio, in 1959 houses built in a new subdivision stood deep in water from a flood that could have been predicted and expected because the subdivision was in the flood plain of Alum Creek.

Hurricanes Carol, Hazel, Connie, Diane and Ione destroyed thousands of residences and summer cottages built where bulldozers had leveled the coastal dunes and other natural defenses against the sea. It can be safely predicted that future hurricanes will create similar destruction where developers build without regard to the requirements which the sea and weather place on construction in such areas.

In recent years nearly every section of the nation has experienced devastating floods. Flooding along the coastal plains of New England and North Carolina, in the headwater areas of Connecticut and Kentucky, and along the main stems of major streams in California and Indiana illustrate both the extent and variety of flood problems in the United States. Serious and growing flood problems plague small cities as well as large—Warren, Pennsylvania, and Pikeville, Kentucky, as well as Columbus and Denver.

What is frequently overlooked in attempts to solve these problems is that the tide of city and urban growth which has swept across the United States in recent decades gives new dimensions to the problem facing

the nation. As a result many programs must be reoriented to meet needs which never before existed. This applies to flood damage prevention as well as to housing, highways and health.

The housing program illustrates the kinds of changes which are required. The housing legislation of the 1930s had as its primary objective the housing of low income families. The central features of the program based on this early legislation were slum clearance and public housing. But experience in the expanding metropolitan and other urban areas demonstrated that a slum clearance program alone was inadequate because new slums were being created faster than the old ones could be cleared. In the program adjustments which followed, slum clearance and public housing were continued; but new tools, such as city and regional planning, urban redevelopment and urban renewal, were added to retard growth of new slums and stop urban decay.

The experience in housing applies equally to flood damage prevention. Billions are spent for dams and protective works. But, as our urban centers grow, construction in flood hazard areas creates new flood problem areas. As a result many groups in the United States are asking if the nation's traditional approach to flood damage prevention based on legislation and conditions of the 1930s is adequate for the conditions which exist in the urban America of the 1960s. These groups are suggesting that the program include not only dams and protective structures to correct existing problems but also measures which will prevent the flood

damage problem from expanding into new areas.

One of the pioneer efforts to determine essential elements for such a broad program of flood damage prevention is in the watershed of the Tennessee River. Here the Tennessee Valley Authority has constructed an integrated system of multipurpose dams and reservoirs for flood control, navigation and power. This system makes the Tennessee River one of the most completely controlled in the world. In the spring of 1960, for example, the eleven million acre feet of potential flood storage in the system permitted cutting off the flow of the Tennessee River completely while floods on the Ohio River passed downstream. This operation reduced flood heights at Paducah by nearly four feet and at Cairo by nearly three feet. In 1957 the system held at or below flood stage what would have been Chattanooga's second largest known flood. In this city the flood heights were reduced by 22 feet.

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Ten years ago TVA began asking itself questions about the total effectiveness of its river control system. What about the flood hazard areas upstream from reservoirs, in unregulated tributaries, or along the lower sections of flood plains still susceptible to flooding? If housing and other developments should spread into these localities, the flood damage potential in the valley would be increased in spite of the river control system.

Through conferences with state and local officials, planning agencies and technical people versed in the problems of urban growth, a decision was reached to embark upon a new



and comprehensive approach to flood damage prevention. This approach was based on two important concepts: (1) a basin-wide flood damage prevention program requires action by all levels of government—federal, state and local—and each must play an active role if the program is to be successful, and (2) a comprehensive flood damage prevention program must include and bring together into a single program measures to correct existing flood problems and those designed to prevent the spread of the flood problem into new areas.

Ready-made machinery existed in the valley for starting such a program. For more than twenty years TVA and the state and local planning agencies had worked together on many local and regional planning problems within the parts of the seven states which make up the Tennessee River basin. Mutual confidence had been established. Common objectives were accepted.

\* \* \*

As a first step to implement the program, TVA upon request makes available to state planning agencies flood data which apply to hazard areas. These data are assembled into reports written in layman's terms for general public use. These reports are quite different from those usually prepared for flood control or engineering works. Solutions to flood problems are not proposed. Instead the reports are designed to promote an understanding of the nature and magnitude of a flood problem within a specific community and its environs. This includes information on the floods of the past and, to give scale to this information, the floods

that might reasonably be expected in the future based on the greatest known floods and storms which have occurred in the immediate area and in eastern United States.

To date such reports have been made for approximately 67 communities. These studies are being completed at a rate of about ten per year for the hundred or more communities in the Tennessee Valley having flood problems.

Once a flood data report for a specific locality is completed it is made available to state and local planning agencies. These agencies, in turn, make copies available to local governing bodies, the principal municipal operating departments, banks, newspapers, chambers of commerce and other important local agencies and groups. The state planning agency makes copies available to state agencies such as the highway department and the agricultural and industrial development board. TVA makes copies available to interested federal agencies such as Federal Housing Administration, Public Housing Administration, Veterans Administration and Urban Renewal Administration.

The local planners have a key role in developing a community flood damage prevention program. They have the difficult job of relating the flood data to the development problems of the city and to the general city plan. Finally they are responsible for preparing an over-all flood damage prevention plan to which individual projects for protective structures, urban renewal, policies concerning zoning, subdivision standards and the extension of city utilities and services may be related.



One of the interesting aspects of this program is that communities are including their flood problems in their regular planning activity. In Athens, Tennessee, for example, a floodway—the area needed by the stream to carry flood waters—has been incorporated into the general community plan of the city. The zoning ordinance has been revised to provide for a floodway district in which agriculture and other open type uses such as outdoor theaters, parking and recreation are permitted.

The subdivision standards define the land subject to flood and provide that each lot in a residential subdivision must contain a flood-free building site. Flood data available to the community are a major consideration in planning an urban renewal project. More recently the city has been considering the possibility of shortening and straightening the channel of Oostanula Creek as a means of reducing flood heights in the vicinity of the central business district.

Some communities are approaching their flood problems more directly. In Shelbyville, Tennessee, the backwaters from floods on Duck River penetrated a considerable distance into the community. Repeated flooding had blighted the area. An urban renewal project was developed which included a protective structure to make the area flood-free and a healthy part of the community.

In many communities flood data have been an important factor in the location and development of public facilities. In Chattanooga, for example, plans for a new high school to accommodate a thousand students were revised to raise the floor eleva-

tion four feet. The additional cost was \$17,500. With this change the school as built will be above all but the highest of floods. A similar type of adjustment was made in Cleveland, Tennessee, where through knowledge of areas subject to flood an elementary school was placed on the high portions of a school site, leaving the lower areas for playground.

\* \* \*

These are examples of the kind of activities going on in communities throughout the Tennessee Valley. In each the program of flood damage prevention is being related to the particular community needs and problems.

This experience indicates some of the broad outlines of what may be needed in a future flood damage prevention program for the nation. Currently the view held by many who are active in this field seems to be that protective works supplemented by a zoning ordinance to control land use within flood hazard areas is all that is necessary for a flood damage prevention program. Although zoning contributes heavily to the solution of the flood problem, it is not the entire program.

Community responsibility for analyzing its land use needs and then shaping a general flood damage prevention plan is the starting point. Zoning and subdivision standards are essential parts of the program but other important parts involve the ability to control the location of sewers, streets, water lines and schools. These powers can be used positively to guide growth away from flood hazard areas and negatively to discourage encroachment.

With the current needs and interest in recreation and open space, the possibilities of acquisition of flood hazard areas for these purposes should not be overlooked. When protective works are needed, they should be planned and considered in light of the general land use plan.

The key to the success of such a program depends upon state officials, city councils, planning commission members and, above all, the planners being able to understand and apply flood information in the preparation of the over-all city development plan. This is a new role for many communities. It will require initiative to develop a total program rather than to adjust to a single federal project. Equally important, the kind of approach being developed in the Tennessee Valley requires a close working relationship between federal, state and local agencies.

These conclusions of experience in the Tennessee Valley are included as recommendations in a 1959 TVA report submitted to Congress, *A Program for Reducing the National Flood Damage Potential*. These recommendations call for flood damage prevention policies which will prevent the unnecessary spread of buildings and other improvements into flood hazard areas as well as correct the problem existing in built-up hazard areas. This report recommends greater responsibility for state and local governmental units in developing plans for local flood damage abatement and the requirement for positive programs to prevent the unnecessary spread of buildings into flood hazard areas as a prerequisite to federal contributions to local flood protection works.

Equally important is the recommendation for expanded programs of data collection and technical assistance with emphasis on community understanding of the nature of the flood problem. This would include the strengthening of authorizations for appropriate federal agencies to provide cities and communities with basic flood information. These data are essential to prepare plans for city growth and development which adequately treat the problem of flood damage prevention. Recent congressional action extended such authority to the Corps of Engineers.

In the years immediately ahead more attention must be given to flood problems as they relate to urban growth. Present predictions are that virtually all future population growth will occur in urban centers. Cities and states must consider the flood element when they lay out their broad community plans. They must anticipate such community needs, not merely adjust their streets and utilities to individual flood control projects. Only the broad approach which recognizes the dynamic character of city growth holds the promise of real flood damage prevention in the community and a reduction of the damage potential on a national scale.

The time has come to consider the possibility in present urban America of applying the idea of the "workable program," now used successfully by cities in housing activities, to a national program of flood damage prevention. Such a concept would place emphasis where it belongs—on preventing creation of new flood problems resulting from unsound encroachment into flood hazard areas.

# News in Review

City, State and Nation . . . . .

H. M. Olmsted, Editor

## Draft Charter For New York

### State-City Commission Reports to Governor

**A**FTER more than a year of studies, conferences and public hearings the Commission on Governmental Operations of the City of New York has prepared a draft of a revised charter for the city and has submitted its report to Governor Nelson A. Rockefeller and the state legislature. The body is frequently called the Moore Commission, being headed by former Lieutenant Governor Frank C. Moore.

The commission was established by the New York State legislature early in 1959 and at first consisted of nine members—three appointed by Governor Rockefeller and two each by the heads of the Senate and the Assembly and by Mayor Robert F. Wagner. Investigative activities of the commission's legal staff aroused much controversy in New York City. In 1960 the legislature authorized the mayor to appoint two additional members; the commission concentrated on charter study and investigation of possible misconduct in city departments was shifted to the State Commission of Investigation.

The proposed charter is of a strong-mayor type with a single legislative body. Under the present charter the city government is dominated by the board of estimate, with both executive and legislative powers; in it the mayor has four out of 22 votes. The city council plays a minor legislative role.

It is proposed that the board of estimate be relieved of its executive-legislative duties and be renamed the development board, with advisory and trusteeship functions. It would have control of city

property, including leases, franchises, contracts and major concessions, and also of zoning and city map changes. It would continue to be trustee of the employees retirement system. The membership and relative voting power would remain the same: three city-wide officials—mayor, comptroller and council president—and the five borough presidents. The city-wide members would each have two votes (now four) and each borough president one vote (now two).

The comptroller is relieved of two duties, which are placed under the mayor: the administration of excise taxes, which would be transferred to the department of finance, and the estimating of general fund revenues for expense budget purposes, which would be done by the mayor after consultation with the comptroller. The latter officer would continue to have pre-audit functions and would have somewhat greater responsibilities as to accounting and the preparation of accounting systems.

The borough presidents would be relieved of their operational responsibilities, involving streets, sewers and public structures in varying degrees, which would be transferred to city-wide departments under the mayor. They would appoint community district planning boards and operate borough information centers.

Under the mayor would be a deputy mayor in charge of the mayor's executive office and all city departments other than law and investigation. The mayor would have power to assume personal direction of any department or division within his executive office and to remove any department or division from the deputy mayor's control.

The proposed charter fixes the basic responsibility for budget preparation and administration in the mayor, subject to adoption of the budget by the city coun-

cil. The mayor's budget director would have greater responsibilities than at present and would become the mayor's fiscal adviser. Program budgeting would be substituted for the present line-item budget.

The capital budget, not now an appropriating document, would be made one. The city planning commission would prepare a proposed capital budget for consideration by the mayor who, with the advice and assistance of that commission and the budget director, would then prepare his annual executive capital budget for submission to the city council which, as in the case of the expense budget, could add, delete or modify, subject to the mayor's veto, to be overridden only by two-thirds vote.

Sites for most capital projects would be selected after public hearings by a new site selection board with the mayor's approval. This board would consist of the director of city planning, the commissioner of real estate and the budget director.

Special assessments on areas benefited by public improvements would be done away with.

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In the executive office of the mayor there would be, in addition to the budget director, a director of program planning who would assist the mayor in developing long-range plans for meeting major city problems; a director of management, as successor to the city administrator, to be responsible for program coordination, management research, methods improvement and development of work performance standards; and a director of intergovernmental relations to advise and represent the mayor in dealing with federal, state, regional and local agencies.

The city council would become the sole legislative body. The mayor would approve or veto local laws, the council to have power to override a veto by a two-thirds vote. The present method of electing councilmen from state senatorial dis-

tricts, which has resulted currently in a council of 24 Democrats and one Republican, would be continued, and there would be added four borough representatives elected at large from Brooklyn, three each from Manhattan, the Bronx and Queens, and two from Richmond (Staten Island).

Increased representation of minority parties, comprising about 40 per cent of the electorate, was considered desirable but full agreement was not reached as to method. The commission decided to submit a limited voting plan for separate action by the electorate under which the voter, in electing borough-wide councilmen, would vote for one less than the number to be elected, thus permitting a few minority representatives. If this plan is not approved at the polls, the enlarged council of 40 would be likely to have only one minority member under present political conditions. With limited voting there might be five or six. In the proper proportion there would be sixteen.

This proposed charter resembles in many respects the charter outline prepared by a committee of the Citizens Union.<sup>1</sup> The latter draft, however, would place the city administrator, under the mayor, in actual charge of city administration, including budgeting and personnel. The comptroller would be a post-auditor but no longer a pre-auditor. The board of estimate and the council would be replaced by a city board of fifteen members, elected at large from the boroughs on a nonpartisan basis by the pre-1945 system of proportional representation, thus assuring an equitable distribution of seats to majority and minorities alike, and providing real competition for the predominant majority party. Council members from each borough would elect one of their number as borough president.

Mayor Wagner, shortly after the Moore Commission reported, proposed a

<sup>1</sup> See the REVIEW, February 1961, page 87.

new charter commission under city auspices which would study the Moore Commission's proposals. However, he and Governor Rockefeller are both reported to favor a charter referendum at the November election this year. Comptroller Lawrence Gerosa vigorously opposes the proposed charter, which is also unpopular with many Democratic district leaders, borough presidents and councilmen.

## Court Bolsters Home Rule in Louisiana

The First Circuit Court of Appeal in Louisiana has ruled that the city of Baton Rouge, under its constitutional home rule authority, is not compelled to comply with state legislation regulating pay for city firemen (*La Fleur et al. vs. City of Baton Rouge*, November 15, 1960).

Members of that city's fire department had sought a judicial determination that the city must comply with a 1956 statute fixing the minimum salaries for firemen and percentage increases in such salaries. A lower court had decided in their favor and the city appealed. The city contended that, having adopted a plan of government under Article 14, Section 3(a) of the state constitution, the statute was inapplicable to the city. The parish of East Baton Rouge and the city of Baton Rouge, contained therein, had in 1947 adopted such a plan of government, which included provision for fire department organization under the Baton Rouge city council.

The court stressed that the constitutional section involved refers to such plan of government as "subject to the constitution and laws of this state with respect to the powers and functions of local government, as distinguished from structure, organization and particular distribution and redistribution of such powers and functions among the several units of local government within the parish." The opinion, by Judge Herget, goes on to say:

"It is difficult to conceive how the structure and organization of the fire department could be effectuated by the city of Baton Rouge without giving particular consideration to the salaries to be paid to the firemen. Since the aforesaid constitutional provision reserves all matters of structure and organization exclusively to the defendant, city of Baton Rouge, it follows that the question of pay of a fireman, being a matter of structure and organization as distinguished from a power or function, is reserved exclusively to defendant herein."

## Council-Manager Plan Developments

Eleven municipalities, listed by the International City Managers' Association as having joined the ranks of manager cities in 1960 but not reported by the NATIONAL CIVIC REVIEW, are: MIDDLETOWN, PENNSYLVANIA, (1960 population, 26,894); COLLEGE PARK, MARYLAND, (18,482); LOMPOC, CALIFORNIA, (14,415); LAKEWOOD, NEW JERSEY, (13,004); GROSSE POINTE, MICHIGAN, (6,631); CLEVELAND, TEXAS, (5,838); TERRELL HILLS, TEXAS, (5,572); LOS ALAMITOS, CALIFORNIA, (4,312); MULESHOE, TEXAS, (3,871); PLANO, TEXAS, (3,695); and BURLESON, TEXAS, (2,345).

LAKE PARK, FLORIDA, (3,589) has a new charter providing for the council-manager plan on a four-year trial basis, the city council (commission) to decide for the future at that time. The city commissioners have voted to spend up to \$8,500 a year for a manager. Lake Park is reported to be the sixteenth city in Palm Beach County to employ a manager. All but one of those over 5,000 population have the manager plan.

In the village of CROTON, NEW YORK, a committee appointed over a year ago by Mayor Fred B. Dorner has recommended the council-manager plan. It suggests that the present village administrator be given the powers and title of

a village manager and that a referendum be held on the proposal.

In BELLEVILLE, NEW JERSEY, as a result of a petition recently filed, a referendum on changing from the commission plan to the council-manager plan will be held some time between March 10 and May 9.

A petition has been presented to the city council of NEWBERRY, SOUTH CAROLINA, calling for a referendum on the question of abandoning the council-manager plan, adopted in 1949.

In LANCASTER, PENNSYLVANIA, Mayor T. J. Monaghan has suggested establishment of a charter commission to study the city's form of government. Under state law such a body, if it finds fault with Lancaster's present commission plan, may recommend its replacement by the council-manager or strong-mayor plan.

At an election on April 3 SAGINAW, MICHIGAN, will consider the question of reverting from the council-manager plan adopted 25 years ago to the prior mayor-council plan with aldermen elected from wards. The League of Women Voters opposes the change.

WILLIAMSTON, MICHIGAN, voted on January 3 for a charter commission. On November 8 the citizens had voted for general revision of the charter and for the council-manager plan.

MOUNT VERNON, ILLINOIS, will vote April 18 on a proposal to abandon the council-manager plan adopted in 1953. Mayor Virgil T. Bailey vigorously opposes the proposed abandonment.

OLATHE, KANSAS, rejected a proposal to adopt the commission-manager plan on February 14, 978 to 682.

SNYDER, TEXAS, voted 1,503 to 558 to retain the council-manager plan, adopted in 1952 by a vote of 560 to 301. The voters also decided, 1,462 to 596, to continue the city marshal, city attorney and city judge as appointive rather than elective officials.

FAIRBANKS, ALASKA, voted 523 to 236 on November 22 to adopt a home rule

charter, continuing the council-manager plan which was instituted under optional territorial law in 1947.

### ***New Jersey Legislature Obeyes State Constitution***

On February 1 the New Jersey Assembly, faced with an ultimatum of the State Supreme Court, adopted a reapportionment measure passed by the Senate a week earlier. Thus the New Jersey constitutional requirement for reapportionment of Assembly seats after each decennial federal census is complied with as to the 1960 census. The constitution specifies a population basis, each county, however, being entitled to at least one seat.

The legislature had failed to reapportion after the 1950 census. The *Asbury Park Press*, in Monmouth County, asserted in a court suit that Monmouth, with two assemblymen, was entitled to three according to the 1950 census and that the county election officials should correct the situation. After an adverse lower court decision, the Supreme Court ruled in June 1960 that it had the right and the duty to require a reapportionment but delayed further action to give the legislature time to reapportion on the basis of the current census.<sup>1</sup>

Later the court announced that if the legislature did not adopt a reapportionment measure by 5 P.M. February 2, 1961, the court itself would take reapportionment action.

The Senate, controlled by the Republicans and not subject to periodic reapportionment (it consists of one member per county), adopted in January a bill to reapportion the Assembly. Based on the 1960 census, with a minimum of one member per county, this bill reduced the representation of Essex County (containing Newark) from twelve to nine, and Hudson County (containing Jersey City,

<sup>1</sup> See the REVIEW, July 1960, page 366.

Hoboken, etc.) from nine to six. Six other county delegations were each increased by one representative.

Governor Robert B. Meyner, who has repeatedly called upon his fellow Democrats in the legislature to back reapportionment, called the Democratically controlled Assembly into a special session for reapportionment on February 1 and, after acrimonious debate, the apportionment bill was passed and signed by Governor Meyner before the deadline.

The new apportionment takes effect with the April 18 legislative primary election.

### Four Governors Approve Delaware River Compact

An interstate-federal compact for control and development of the water resources of the Delaware River basin was approved on February 1 at a meeting in Philadelphia attended by Governor Nelson A. Rockefeller of New York, Governor David Lawrence of Pennsylvania, Governor Elbert N. Carvel of Delaware, a representative of Governor Robert B. Meyner of New Jersey, Mayor Robert F. Wagner of New York City, Mayor Richardson Dilworth of Philadelphia and Elmer B. Staats, deputy director of the Bureau of the Budget, representing the federal government. The agreement requires ratification by Congress and the four state legislatures.

This compact climaxes many years of effort to reach an interstate agreement on the Delaware basin, including two unsuccessful efforts over 30 years ago and the organization proposal of the Interstate Commission on the Delaware River Basin (INCDEL), which failed to obtain Pennsylvania's approval and was abandoned in 1953. Meanwhile there had been litigation over the quantity of water from the Delaware basin that New York City would be permitted to use, resulting in a 1931 decision of the U. S. Supreme Court granting that city 440 million gal-

lons per day, increased to 800 million in 1954. The newly prepared compact protects the city in its right to the latter quantity.

The compact was prepared by the Delaware River Basin Advisory Committee, established in 1955 by the governors of the four states and the mayors of New York and Philadelphia. The committee was aided by studies of a research group at Syracuse University, financed by The Ford Foundation and set up by the Water Resources Association of the Delaware River Basin, a private non-profit body.

Administration of the compact will be by a five-member Delaware River Basin Commission, consisting of the four governors and an appointee of the president. Each member may designate an alternate with full power to act for him and may also designate an adviser who can meet with the commission but not vote.

The purposes of the commission, as stated in the compact, are "the planning, conservation, utilization, development, management and control of the water and related natural resources of the Delaware River Basin, for the improvement of navigation, reduction of flood damage, regulation of water quality, control of pollution, development of water supply, hydro-electric energy, fish and wildlife habitat and public recreational facilities," etc. It is forbidden to sell electrical energy direct to consumers.

There are stated to be 43 state agencies, fourteen interstate agencies and nineteen federal agencies concerned with these matters. The compact provides that each of these agencies having water programs in the basin must plan future programs in consultation with the commission.

In development of the basin the commission will be guided by a comprehensive physical plan resulting from a three-year study by the Army Corps of Engineers.

The current expense budget of the



commission is to be apportioned to the states and the federal government by unanimous vote of the members. Capital budgets will be negotiated with the states and the federal government and the commission will have power to issue self-liquidating bonds for reimbursable capital expenditures.

### **Reorganization Proposals Made in Three More States**

Plans for reorganization of the executive branch of the government have reached various stages of completion in three western states, according to *State Government News*, which reports as follows:

**Montana**—The Legislative Council has announced completion of a two-year study of state government organization and administration. It has published a 76-page report recommending formulation by the next Legislative Council of a blueprint for future guidance in long-range reorganization of the executive branch.

While finding some advantages in boards and commissions, the report concluded that the extent to which they have been used in Montana undoubtedly has weakened both the policy-making role of the legislature and the responsibility of the executive. The study also concluded that "strengthening of the office of governor would not only strengthen the legislative branch by providing some insurance that its policies would be carried out, but also would free it from the necessity of concerning itself with details that should be left to administrators."

As the main deterrents to a strong governor's office the report listed the long ballot, long overlapping terms of administrative officers over whom the governor has no removal power, and the irresponsiveness of executive agencies.

The report indicated that the primary deficiency is not in the actual number of separate officials, departments, boards and commissions but in "the unattached or 'floating' position of many agencies

which are not responsible to the governor, the legislature or the people."

**Oregon**—Governor Mark O. Hatfield has made public the details of a plan for reorganization of the executive branch, to be presented to the 1961 legislature. He noted that his proposals were based on recommendations of an advisory committee headed by two former governors. However, the plan proposed now goes further—toward establishment of a cabinet form of government.

It proposes retention of the existing Department of Education and consolidation of nearly all other administrative activities into seven new departments—social services, transportation and utilities, public safety, natural resources, labor, commerce, and revenue. Directors of the departments would be appointed by the governor and confirmed by the Senate. Division heads within each department generally would be appointed by its director with the approval of the governor and would in turn appoint the various commissions. With some exceptions the latter would have advisory and appeal functions.

The governor would continue to appoint members of the Board of Education and the Board of Higher Education. He also would continue to appoint the adjutant general and the superintendent of state police, but both officials would serve as division heads within the Department of Public Safety. He would appoint the superintendent of public instruction and the labor commissioner, now elective by statute.

Governor Hatfield points out that the proposed plan constitutes only a beginning at state reorganization. The recommendations focus on the program agencies of the executive branch; further attention, it was indicated, needs to be given to staff agencies. Changing state conditions and responsibilities, with corresponding changes in interagency relations as well as experience with the recommended reorganization, the report

concludes, will develop new areas for consideration by each governor and legislature in the future.

**Utah**—Governor George D. Clyde has announced he will propose at least limited reorganization of state government to the 1961 legislature. He said the most pressing need is for establishment of executive posts for budgeting, personnel and planning, directly under the governor's office, stating that direct authority over all three functions is required if the governor is to operate effectively.

Personnel and budgeting now are divisions of the State Finance Commission, an agency of the State Board of Examiners. The board is composed of the elected officers of the state. The new position for planning is intended to help state agencies develop cooperative long-range programs.

### **South Carolina Reduces Senate Committees**

The 1960 South Carolina Senate created a special committee to report to the 1961 session on Senate Rule 22, which provides for the organization of the Senate. It was instructed to give special attention to the reorganization of that body's standing committee structure.

The committee made its report on January 10, 1961, and the Senate accepted its recommendations. It recommended dissolving eleven of the less important standing committees. Instead of 35 such committees, the Senate now has 24.

Membership of each committee may not be less than five nor more than eighteen. The number of senators per committee, the membership of each and the chairman are decided by a Senate caucus of old members. Most committees have a membership ranging from sixteen to eighteen; however, the committees on enrolled acts, federal relations, interstate cooperation, legislative library, penal and charitable institutions, and privileges and elections have only from five to twelve.

Chairmanship of each committee is

based on seniority. This year the caucus agreed that no senator could be chairman of more than two committees (but this was not made an official part of Rule 22). In previous years some few senators with long years of service served as chairman of as many as four. Individual members continue to serve on numerous committees.

About ten years ago, the South Carolina House of Representatives reduced its number of committees to eight.

ROBERT H. STOUDEMIRE

University of South Carolina

### **Pre-Session Seminar Held For Delaware Legislators**

The 121st General Assembly of Delaware held a one-day pre-session seminar November 25, 1960—the first such meeting in the legislative history of the "First State." Called in response to the suggestion of both majority and minority legislative leaders, it was held at the University of Delaware with its political science department acting as host and general moderator.

Every effort was made to discuss legislative problems of organization and procedure germane to the Delaware scene. Chief task was to acquaint the freshmen legislators with the role played by the General Assembly in the determination of public policy and to give them insights into the legislative process with its limitations and opportunities. The meetings were largely in the hands of the legislative leaders.

Fifty-four persons attended the seminar, including slightly over 70 per cent of the 52 members of the General Assembly. It started at 9:30 in the morning and ran through to 4:30 in the afternoon. Keen interest of the legislators in the proceedings was manifest throughout the day. One heartening feature was the fact that fifteen out of eighteen newly elected legislators were present.

The seminar began with an analysis

of the state constitution, together with a careful presentation of the constitutional rules affecting the course and content of legislation in Delaware.

The first of the two morning panels dealt with the basic constitutional provisions for the conduct of legislative meetings, election of officers and the rules governing executive sessions of the Senate. From the standpoint of practical politics strong emphasis was placed on the role of the legislative caucus and of the power exercised by it in the legislative process. The second morning panelists presented the rules of each house, the course of a bill through the two chambers, and the types of bills dealt with by Delaware legislatures. Care was taken to relate the legislation with constitutional requirements and the role played by the state courts in the legislative process, especially judicial review.

At luncheon the legislators were addressed by Dr. John Ferguson of Pennsylvania State University, who has worked with legislative orientation programs in Pennsylvania.

The first of the two afternoon panels was directed to a review of the legislative aids available to Delaware lawmakers. The final panel of the day was given over to analysis of the role played by the legislature in the determination of the state budget. It developed intense interest among both old and new members. The legislators insisted that this type of session be held in the future before each meeting of the General Assembly following a regular election.

PAUL DOLAN

University of Delaware

### ***Pre-Session Conferences In Other States***

Several states beside Delaware (see above) have had meetings of legislators for various purposes prior to the current legislative sessions, usually including legislative education for new-

comers.<sup>1</sup> *State Government News* reports five such conferences.

The Oregon legislature for the first time arranged a special orientation conference on legislative practices and procedures in January. Topics for discussion included bill introduction procedure, engrossing and enrolling, parliamentary procedure, rules, services available to legislators, and committee meetings and hearings.

The Tennessee Legislative Council Committee and the executive branch of the state government sponsored a legislative orientation session in November at the state capital. In previous years such a conference had been sponsored only by the Legislative Council and was held in three sections of the state on different dates. Participants in the recent meeting included cabinet officers, for discussion and answering questions about their respective departments, supplementing a program presented by the Legislative Council.

Wyoming's second Legislators' School was held on January 6 and 7 at the University of Wyoming Law School, which sponsored it in cooperation with state officials and experienced legislators. On the program were discussions of the purpose and organization of the legislature, the lawmaking process and the relationship of the legislature with the courts and the press.

A meeting of legislators in Utah in December heard a summary of a Legislative Council report outlining major problems that would have to be dealt with in the forthcoming session. Reports of the council's major study committees and of a new State Coordinating Council on Higher Education were presented. Suggested changes to streamline legislative procedure included provision for pre-session filing of bills, a concise statement of purpose accompanying each bill, reduction in the number and size of com-

<sup>1</sup> See also page 161, this issue.

mittees and an electric roll-call system for the House of Representatives.

Georgia's legislators, new and old, held their second biennial orientation "institute" in the Center for Continuing Education of the University of Georgia in Athens on December 11-13.

Co-sponsors of the conference included the presiding officers and leaders of both legislative houses, their chief clerks and the Institute of Law and Government of the University's School of Law. About two hundred of the state's 259 members of the 1961 session participated, along with numerous representatives of legislative service and administrative agencies.

Unusual features of the institute were "mock" sessions held separately for House and Senate members. At these sessions errors of procedure were illustrated by specific reference to the rules of the house involved. The agenda of the program concentrated on technical aspects of the legislative process—parliamentary procedure, legislative organization and operation and aids for legislators.

### ***More Amendments to State Constitutions***

Two states in addition to those heretofore reported in the REVIEW adopted amendments to their constitutions at the November 1960 election.

In Nevada two amendments were approved by the voters. One returns the legislature to biennial regular sessions (annual sessions were adopted by the electorate in 1958); the other relates to tax exemption for personal property in transit.

In Virginia the voters approved an amendment permitting members of the armed forces to forego payment of a poll tax as a prerequisite to voting in time of peace as well as in time of war.

### ***State Officials Hold Annual Assembly***

The fifteenth biennial General Assembly of the States was held by the

Council of State Governments in Chicago December 1-2. Approximately three hundred legislators, other officials and guests attended from 44 states and the District of Columbia.

Topics at plenary and concurrent sessions included education, atomic energy, interstate compacts, problems of children and youth, highway safety, motor vehicle regulation, metropolitan transportation problems, suggested state legislation, intergovernmental tax matters and problems of the aging.

One of several resolutions adopted urged establishment of a committee of the council to recommend means for improvement of the committees and commissions on interstate cooperation in order that they may make a more valuable contribution to the solution of intergovernmental problems. Another expressed opposition to efforts of the federal government to control detailed operations and international administration of interstate compact agencies.

### ***State Governments Hold Atomic Energy Conference***

A Conference on the Role of the States in Programming for Atomic Energy Development and Regulation was held in Chicago December 7-8 under the auspices of the Council of State Governments. More than a hundred officials from 31 states, three federal agencies, several local governments and a number of private organizations attended.

Among the subjects considered were problems and opportunities for states in development and regulation, experiences and evaluation of state methods for coordination and administration, and intergovernmental problems.

Participants recognized that there were difficult but not insoluble problems of intergovernmental relations with respect to atomic energy regulation. Uniformity of regulations among jurisdictions, it was suggested, will help to control the number and scope of such problems. Inter-

state compacts, advisory committees, joint meetings, joint training of personnel and interstate reciprocity in recognition of licenses were some of the other means suggested to improve intergovernmental relations in this area.

### ***Water Problems Discussed At Interstate Meeting***

The Third Annual Interstate Conference on Water Problems was held in Chicago December 5-6. About 70 officials from 28 states participated. Topics discussed included flood control, flood plain regulation and flood insurance, problems of coordination of water resources programs at all levels of government, achieving optimum benefit from water resources development, and the importance of water quality in water resources management.

Resolutions adopted called for strengthening of state water resources agencies; state and local government action to provide adequate flood plain zoning and regulation; use of interstate-federal compacts where appropriate for achieving coordination; and restraint by Congress of efforts by its committees to intervene in the internal operations of interstate agencies.

Robert L. Smith, executive secretary of the Kansas Water Resources Board, was elected chairman of the conference.

### **CITIES TO DOUGHNUTS**

(Continued from page 133)

a two-story-high covered air-conditioned mall; escalators will connect the mall with the three levels of garage underneath and with the two shopping levels.

The first half of the garage has been completed and is in operation. The second half and the office building are in construction. Working drawings for all other projects have

been completed, contracts have been awarded, and financing has been arranged. Thus in about two and a half years there will be in the city of Rochester a new shopping core which will have all the qualities of the best and greatest suburban regional shopping centers plus a unique location in the geographic center of the entire regional area, considerable public transportation by buses, a surrounding of office buildings, civic buildings, theaters and movie houses, and all other elements of a truly urban environment.

Renting of retail space and office space is proceeding in an encouraging manner, rendering proof that, if and where action is taken downtown, the central business district becomes an excellent retailing opportunity.

Thus, if I were asked to prophesy, I would say firmly that downtown will again become the best location for commercial activity wherever decisive action is taken. This action will be effective, however, only if it is not skin deep. "Me-too"-ism isn't enough. I regard the present rash of experimental mall developments, for example, not as serious planning measures but as promotional gimmicks—nothing more than an extension of such activities as dollar days, downtown days and other publicity stunts. They may have a temporary effect but, in order truly to bring about the revitalization of a downtown district, it is necessary to attack the problems which we have neglected for 50 years on an over-all basis; to improve simultaneously and in an integrated manner accessibility, circulation, livability, convenience and environmental character.

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**Metropolitan Areas***William N. Cassella, Jr., Editor*

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## Formation of Metro Districts Proposed

### California Commission Calls for State Agency

**A**FTER nearly two years of study, the California Governor's Commission on Metropolitan Area Problems reported to Governor Edmund Brown in December 1960. The commission found, in its own words: "A number of problems requiring treatment and solution on an area-wide basis. These problems include: regional planning, metropolitan transportation, pollution of the water and air, regional and interregional water supply and distribution, inequities in taxes and level of services throughout a metropolitan area, inequities aggravated by complexities in the structure of local government, and the loss of political control by the citizen. These are the metropolitan problems whose solutions exceed the capacities of individual local units as presently constituted."<sup>1</sup>

The commission urged two basic approaches to state action aiding in the solution of the problems thus outlined. First, the commission made a number of recommendations aimed at creation of a multipurpose district in each metropolitan area. Second, the commission urged a state-level review of all proposals to create new local governments or to change the boundaries of existing governments (similar to the state-level review functions found in Alaska, Minnesota and Wisconsin).

The commission's recommendations with respect to multipurpose districts

would set a goal, establish a deadline and lay down a moratorium. The goal is the creation in each metropolitan area of a single, multipurpose, area-wide district. The district would be responsible for regional planning and at least one additional function, such as: air pollution control, metropolitan water supply, metropolitan sewage disposal and drainage, metropolitan transportation, terminals and related facilities, metropolitan parks and parkways, metropolitan law enforcement, metropolitan fire protection, urban renewal, civil defense, and any other metropolitan area-wide functions which may be requested by the respective areas.

**The deadline:** Each metropolitan area would be required to submit to its electorate a proposal for a federated metropolitan governmental structure by January 1, 1964. If no such proposal will have been submitted by the deadline, the recommended State Metropolitan Areas Commission would prepare a proposal for submission to the area's electorate. **The moratorium:** After creation of such a district in any metropolitan area, the formation of new and separate districts to serve substantially all the metropolitan area would not be permitted.

In order to implement these proposals the commission recommended legislation authorizing establishment of a multipurpose district by a majority vote within each of the state's metropolitan areas. Such a district would be governed by a council selected by, and from the membership of, the governing bodies of the cities and counties within the district.

The commission found as follows with respect to local governmental boundaries and areas:

Further complicating the area-wide relationships . . . is the great number of independent and often overlapping local government units. City incor-

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<sup>1</sup> California Governor's Commission on Metropolitan Area Problems, *Meeting Metropolitan Problems*, Sacramento, 1960, page 9.

porations to promote special economic interests have become a particularly serious problem in California. Taking advantage of their city status, relatively small groups have profited at the expense of the metropolitan whole. . . . Add to these [special purpose cities] the great number of special districts and you have the present situation where more than 2,000 independent governing bodies now function in California's nine metropolitan areas.

Immediate remedial action was urged, centering around the development of discretionary criteria to serve as a guide in the establishment of local units of government and the alteration of their boundaries. A State Metropolitan Areas Commission would be appointed by the governor and given quasi-judicial powers in the review and approval of all proposals for municipal incorporations and annexations, and additional powers with respect to the creation of, annexation to, consolidation of, or dissolution of special districts. The proposed commission would also be able to initiate and submit to a vote proposals for the consolidation of cities.

The municipal annexation law would be amended to provide for city initiation of proceedings for the annexation of inhabited territory and to provide that proposed annexations be submitted to the electorate of both the annexing city and the area proposed to be annexed, the decision depending on a single majority vote of all those voting on the annexation.

Two members of the twenty-member commission prepared letters of reservation, taking issue with certain of the recommendations. The letters are printed in the report. While they represent the views of only a small minority, the letters are important because they come from the executive director and general counsel of the League of California Cities and the general counsel and manager of the County Supervisors Association of

California. Criticism was directed at the 1964 deadline and provision for mandatory referral of a multipurpose district proposal to the voters of an area by the state commission, in the absence of local action. The inclusion of police and fire protection, urban renewal, parks and the catch-all category "any other metropolitan area-wide functions" among the listing of functions appropriate for the multipurpose metropolitan districts was also criticized. Finally, it was urged that, while a State Metropolitan Areas Commission can serve a useful purpose, it should have advisory review powers only.

A bill has already been introduced at the 1961 session of the California legislature which would authorize creation of metropolitan multipurpose districts similar to the kind recommended by the Governor's Commission (Assembly Bill No. 267). Taken alone, however, this bill falls far short of implementing the commission's recommendations. Other legislative proposals are in preparation but at this time it is not clear how much of the Governor's Commission program will receive serious consideration by the 1961 legislature.

STANLEY SCOTT

Bureau of Public Administration  
University of California, Berkeley

## Extension of Wisconsin Commission Requested

The Milwaukee Metropolitan Study Commission is requesting a two-year extension of its statutory existence beyond July 1, 1961, the date set for its termination when it was created in 1957. In a report to the Wisconsin legislature,<sup>1</sup> the commission pointed to the unmet research needs in the area and the desirability of continuing the research program of the

<sup>1</sup> Report to the 1961 Legislature of the State of Wisconsin, Milwaukee, 1961, 41 pages.



commission. The fact that the studies are being undertaken by research committees made up of both members and non-members of the commission has demonstrated the interest which community leaders have in metropolitan problems. The commission has also engaged in an educational program to inform citizens of the area on these problems and their solution.

In its report to the legislature the commission summarizes its recommendations which have been made in reports issued from October 15, 1957, to December 31, 1960.

### ***Washington Area Transit Compact Signed***

Signing of the Washington Metropolitan Area Transportation Regulation Compact on December 22 was a history-making event in the government of metropolitan areas. For the first time the board of commissioners of the District of Columbia and the governors of Maryland and Virginia have signed an interstate compact to meet problems of the national capital region. Also, this is the first time a compact has been used to create an agency for the regulation of utility-type services in an entire metropolitan area.

The Washington Area Transit Commission will begin operations on March 22, 1961, 90 days after the signing of the compact. It will regulate the existing privately owned transit service. This move consolidates regulatory functions now conducted by four separate commissions, the District of Columbia Public Utilities Commission, Virginia State Corporation Commission, Maryland Public Service Commission and Interstate Commerce Commission. The new three-man commission will include members of the two state and the District of Columbia agencies.

Establishment of this new commission is the culmination of several years' work. A tri-state commission appointed to study

### ***Area Definitions Published***

The revised definitions of the 215 *Standard Metropolitan Statistical Areas* in the United States (1961, 48 pages), prepared by the Office of Statistical Standards, Bureau of the Budget, Executive Office of the President, is available in pamphlet form. Copies may be secured from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., at 25 cents.

the area's transportation problems worked closely with the National Capital Planning Commission and the National Capital Regional Planning Council. The compact was negotiated in 1957. Virginia enacted the compact in 1958, Maryland in 1959 and Congress in 1960.

Robert E. McLaughlin, president of the board of commissioners of the District of Columbia and chairman of the Washington Metropolitan Regional Conference, stated that the signing of this compact "is one of the greatest steps forward in the field of metropolitan government in this country. Although the immediate effect is local . . . it sets an example for other metropolitan regions. . . . Only through the cooperative effort of the jurisdictions of the metropolitan area can we reach solutions to problems of the national capital region."

### ***Report of Chicago Area Plan Conference Released***

Citizens and officials of the Chicago metropolitan region now have available an up-to-date review of the major problems facing the region and the proposals for initial steps required to meet them in *Proceedings of the Third Annual Metropolitan Area Planning Conference*.<sup>1</sup>

<sup>1</sup> Northeastern Illinois Metropolitan Area Planning Commission, 72 West Adams Street, Chicago 3, 82 pages, \$1.00.

This conference, held in September 1960, concentrated to a considerable extent upon lines of action on four major problems: flood damage reduction, open space, transportation and water supply. Previous conferences had been aimed at more general surveys of the social and governmental setting and the basic problems faced by a metropolitan planning program.

An editorial in the *Joliet Herald-News* commented on the value of the conference and stressed the importance of the North-eastern Illinois Metropolitan Area Planning Commission: "The commission . . . has done much to ease the feelings of hostility and mistrust that long existed between the 'Big City' and adjoining suburbs and nearby communities. Officials in these communities have come to realize that while they must retain and continue to exercise local governmental powers in the interest of their citizens, many matters are of such over-reaching regional importance that they can be dealt with only by cooperative action."

## Durham Unified Charter Defeated

By a vote of 14,355 to 4,115 on January 28 the voters of Durham County, North Carolina, rejected a proposal for the unification of the city of Durham and Durham County. The proposal was presented in the form of a charter submitted by an eleven-member city-county charter commission appointed by both the city and county governments under a 1959 act of the North Carolina legislature.<sup>1</sup>

The charter was presented after an extensive study by the commission conducted with the assistance of the Institute of Government of the University of North Carolina. Under the charter the city and county governments would have been merged. A single governing body,

made up of a chairman and eight commissioners, would have been elected from the county at large. However, residence requirements were specified. Except for the chairman and one commissioner at large, residence in specific wards—urban, suburban and rural—was specified.

Recognizing the uneven development of the county, provision was made for a general urban service district embracing the corporate limits of the city of Durham and for limited urban service districts requiring a level of service higher than provided generally in the county. The charter permitted corresponding variations in the level of local taxation.

The administrative organization under the proposed charter called for a manager. Both the city and the county now operate with a manager plan.

The corporate name of the proposed merged government was Durham County Unified. Commenting editorially on the charter's defeat, the *Durham Morning Herald* stated:

"Yesterday's election disposes of Durham County Unified. It doesn't dispose of the need for some prompt local government reorganization here. Durham's local government facilities to encourage and provide for countywide development are inadequate. So long as they remain inadequate, Durham can expect to miss out on its full opportunity for growth and development.

"Opponents of the plan for city-county unification said the plan's aims could be fulfilled by less drastic changes within the framework of existing city and county governments. Let them now suggest how this can be done. . . .

"Among the things we must produce through local government here are clear-cut, coherent policies on the extension of services to areas beyond the city limits. The city of Durham can't carry out such policies on its own responsibility. And it shouldn't try.

"The county government must assume  
(Continued to page 170)

<sup>1</sup> See the REVIEW, December 1959, page 586.

## Taxation and Finance

William J. D. Boyd, Editor

## Pittsburgh Makes Urban Renewal Pay

### Redevelopment of City Proves to Be Profitable

PITTSBURGH'S renaissance—one of the most comprehensive urban redevelopment programs in the United States—has not only brought new beauty to the Steel City but has added welcome moneys to the municipal, county and school district coffers. The city has won many awards for its enlightened endeavors from architectural associations, planning groups and civic organizations. The New York chapter of the American Society of Landscape Artists recently designated Pittsburgh as "the American city of the decade" in terms of city planning and urban renewal. Pittsburgh was named an All-America City in 1949 by the National Municipal League and *Look Magazine* and received honorable mention in the same contest of 1953.

An appraisal of the city's twelve-year program has been released by the Pennsylvania Economy League<sup>1</sup> which deals with the financial aspects of the "re-birth" of the city whose very name has been synonymous with American industrial might.

An all-time high in assessed valuation of Pittsburgh's lands and buildings was reached in 1933 and totalled \$1,211,637,830. During the following years of depression and war there was virtually no new construction and real estate values plummeted until, in 1947, a low point of \$961,462,404 was reached. Since then, the

cooperative efforts of public and private agencies and individuals have worked to increase assessed values by over \$200 million. It is estimated that the 1933 peak will be surpassed in 1961.

Most spectacular of all the enterprises has been the clearing and reconstruction of the city's Golden Triangle—that narrow strip of land located immediately back of the point at which the Allegheny and Monongahela Rivers merge to form the Ohio. This is Downtown Pittsburgh and the economic heart of a three-state area inhabited by 4,500,000 people that encompasses one of the greatest agricultural, mining and industrial regions of the world. The Golden Triangle is the center for administration, special business services, finance, government, retail and wholesale concerns that employ approximately 85,000 people and serve the entire upper Ohio region.

The Triangle's 1960 real estate taxes provided 15 per cent of all funds needed to meet Pittsburgh's budget, 6 per cent of Allegheny County's budget and 17 per cent of all money needed to finance the Pittsburgh school district. The imposing skyscrapers of the Gateway Center are valued at more than \$29 million and are located on part of the area cleared of the commercial blight that once covered the Triangle. Among other projects built on this land are the Point State Park, located at the place where the two rivers join, and a public auditorium now under construction that will be equipped with the world's largest retractable dome—made, appropriately, of stainless steel. Other construction in the six-tenths of a square mile called "Downtown" has brought the total of new assessments to approximately \$63 million.

Tremendous efforts have been exerted throughout the rest of the city as well, clearing away slums, creating parks and filling in those open spaces where con-

<sup>1</sup> *News Letter for Western Pennsylvania*, Pittsburgh, May-June, 1960; reprinted in *Internal Affairs Monthly Bulletin*, Department of Internal Affairs, Commonwealth of Pennsylvania, Harrisburg, October and November, 1960.

struction is desirable. These endeavors have not only increased values but have also brought savings through lower maintenance costs for the city.

In terms of municipal expenditures, each resident of Pittsburgh has had a \$15.57 share in the reconstruction of the worn-out neighborhoods of the city. For every dollar of city funds expended \$21 has been spent by private enterprise.

While the city is rapidly recovering its investment through increased real estate taxes, Allegheny County has benefited too. The county now receives \$2.2 million a year more than it did before the urban refurbishment began. The increased amount is sufficient to completely pay the annual cost to the county of the new county-wide health department. There has been a four-fold increase in county tax revenues from the area now occupied by the Gateway Center.

Pittsburgh's school district has profited by \$3.7 million from the over-all growth of the city, but the board of education has not sat idly by and watched others do its work for it. Over the years the school district is credited with an estimated \$600,000 participation in the redevelopment program through donation of tax delinquent properties to the Urban Renewal Authority. The school district has realized an annual increase in tax dollars of \$576,000 from the seven rebuilt areas of the city, thus recovering in one year virtually its entire contributions of a twelve-year period.

The Pittsburgh standard metropolitan statistical area has undergone an appreciable growth in population during the past ten years but the core city itself has suffered an 11 per cent decline in population (1950 population 676,806; 1960 population 604,332). Pittsburgh has dropped from the position of twelfth to sixteenth largest of American cities. Yet the city is showing great economic vitality. Its public and private citizens have demonstrated amazing enterprise in enhancing the physical, social, cultural,

political and financial position of their city. They have demonstrated that the American city can make improvements and make them pay.

## 1902-1959 Shift In Tax Collections

Local governments were the major tax collectors at the turn of the century and continued that role, with one brief interruption during World War I, until the depression of the 1930s. Data compiled by the Public Affairs Research Council of Louisiana, Inc.,<sup>1</sup> shows the trend in federal, state and local tax collections from 1902 through 1959.

The division of collections in 1902 was: federal 37.3 per cent, state 11.4 per cent and local 51.3 per cent. During the 1918 and 1919 war and postwar period, the federal share rose to 59.1 and 57.7 per cent respectively while the local share was about 34 per cent each year. In 1932 the balance was in favor of state and local collections: federal 22.4, state 21.9 and local 55.8 per cent. By 1938 the picture was substantially reversed.

World War II marked the definite ascendancy of the federal government in the taxation picture. Since 1953, however, the trend has been slowly but consistently toward a larger share for state and local governments. In 1953 the figures were: federal 75.0 per cent, state 12.6 per cent and local 12.4 per cent. Every year since then there has been an increase in both the state and local percentage of total tax collections. In 1958 and 1959 the local tax share was larger than that of the states. Figures for 1959 were: federal 67.3 per cent, state 15.8 per cent and local 16.9 per cent.

Federal increases during the first 60 years of this century have come in sudden jumps—the first and second

<sup>1</sup> "Local Revenues," *PAR Analysis*, Public Affairs Research Council of Louisiana, Inc. Baton Rouge, November 1960.

world wars, the Korean war and the depression. On the other hand, following the conclusion of each major national crisis, the state and local collections have begun a gradual percentage climb upwards. The greatest disparity between the various levels of government collections came in 1945 when the federal share was 82.2 per cent, state collections were 8.3 per cent and local taxation was 9.5 per cent of the total.

Local revenue during fiscal 1959 totaled \$29,157,700,000 with state and federal aid providing an average of 29.5 per cent of revenues received, the property tax 49.3 per cent and the remaining 21.2 coming from other tax sources. These figures exclude revenues from public utilities, liquor stores and contributions to employee retirement systems.

### ***Index of Fiscal Effort Measures States***

An "Index of Fiscal Effort" has been created by Lynn F. Anderson, assistant director of the Institute of Public Affairs, University of Texas,<sup>1</sup> which statistically relates the revenue yield of state and local governments to their composite economic ability as indicated by their inhabitants' per capita personal income. Dr. Anderson carefully avoids attaching any ethical judgments of right or wrong to the results he obtains.

Since general revenue funds represent the bulk of state and local financial resources and are relied upon to finance the most vital of state and local functions, Dr. Anderson uses the per capita general revenue from state and local sources as the starting point for analysis. The fiscal effort of each state is computed by dividing the per capita general revenue per \$1,000 of personal income of each state by the per capita personal income of that state.

Dr. Anderson acknowledges the limitations of this device. It deals only in aggregates and ignores impact differences within individual states of specific revenue structures. It cannot reflect the equity or administrative efficiency of individual tax and revenue structures. Also, it is possible for a state to have a low index of tax effort and yet be imposing burdensome taxes on all or part of its business or individual taxpayers. Nonetheless, the index of fiscal effort provides an interesting basis of comparison between states within geographical regions and states in corresponding population or per capita income groupings.

As might be expected, the less wealthy states rank highest in order of fiscal effort, though there is not an exact inverse correlation. The leading states, in order of fiscal effort, are Mississippi, North Dakota, South Dakota, Louisiana, Arkansas, South Carolina, New Mexico, Alabama, Vermont and Georgia. All these states except South Dakota and Vermont impose both a state general sales tax and a state income tax. South Dakota has a general sales tax and a corporate income tax that applies only to banks and financial institutions. Vermont has no sales tax but does use the income tax. Mississippi, Louisiana, New Mexico and Alabama also have some local sales taxes in addition to the two statewide levies. Alabama has one unit of government imposing a local income tax.

While it settles no argument as to the efficacy of the property tax, a second table created by Dr. Anderson shows the great variation between states in the state and local taxation of property in relation to the economic capacity of the state as measured by per capita income. In this grouping South Dakota and North Dakota hold the two top positions and Vermont is in fourth place behind Montana. Other states in this category's higher rankings are, from fifth to tenth places respectively: Kansas, Minnesota, Nebraska, Maine, Idaho and Wyoming.

<sup>1</sup> "State-Local Fiscal Effort: A Measurement," *Public Affairs Comment*, Institute of Public Affairs, University of Texas, Austin, November 1960.

Only Mississippi (ranking thirteenth in property tax fiscal effort) of the southern and southwestern states that had composed the initial top ten of fiscal effort, was very high in this category.

Under the heading of "other taxes" the southern-southwestern states once more predominate. The ten leaders are Mississippi, Louisiana, Arkansas, South Carolina, Alabama, North Carolina, New Mexico, Georgia, North Dakota and Tennessee.

Dr. Anderson makes interesting comparisons between states lying at opposite poles of the fiscal effort index as far as taxation emphasis is concerned. For example, Nebraska and Alabama almost reverse rankings in the two main tax classifications. Nebraska ranks seventh in the use of the property tax but 47th in other taxes. Alabama ranks 47th in fiscal effort use of the property tax but fifth in other taxes.

The study provides valuable data for comparisons of the wide variety of relationships existing in the states between revenue collections and economic ability as measured by personal income.

### ***California Plan Saves Bond Interest***

California's taxpayers have been saved over \$2 million in interest costs on state bonds through a sales policy instituted in early 1960, according to Bert A. Betts, treasurer of the state of California.<sup>1</sup>

California sells more general obligation bonds than any other state—approximately \$400 million a year. The old policy was to sell \$100 million of bonds every three months. Now the state is selling smaller issues at variously spaced intervals to take advantage of good bond markets. Bids are rejected if the treasurer considers the interest rates too high

and the bonds are re-offered at a more propitious time.

Mr. Betts gave three examples of the savings that have accrued through this method: \$231,000 saved on a veterans bond; \$60,000 saved on small crafts harbor bonds; and \$1,860,910 saved on the San Francisco harbor improvement bonds.

Other governmental units are turning to this method of bond issuance. Voters in Baltimore County, Maryland, amended the county charter last November so that bonds might be placed for sale when the money for the projects is actually needed and when the bond market is most favorable.

### ***Insurance Firms Hold \$3.6 Billion State, Local Bonds***

United States life insurance companies ended 1960 with holdings of approximately \$3.6 billion of state and municipal bonds. According to an estimate made by the Institute of Life Insurance, the total represents an increase of 12½ per cent over 1959 and brings such bond holdings up to 3.0 per cent of the total assets of the insurance firms as compared to 2.8 per cent at the close of 1959.

During 1960, total insurance holdings of U. S. government securities dropped about \$375 million to a total of \$6.5 billion.

### ***MFOA Conference Planned***

Seattle's Olympic Hotel will be the site of the 55th Annual International Conference on Municipal Finance on May 21-25, 1961. The conference is the annual meeting of the Municipal Finance Officers Association of the United States and Canada (MFOA).

Last year's gathering was held in New York City during the month of June.<sup>1</sup>

<sup>1</sup> "Selling California State Bonds," *Tax Digest*, California Taxpayers Association, Los Angeles, December 1960.

<sup>1</sup> See the REVIEW, September 1960, page 446.



Citizen Action . . . . .

Elsie S. Parker, Editor

## Let's Modernize Our Election Laws

### Horse - and - Buggy Rules Must Be Made Up to Date

EDITOR'S NOTE.—The article below is made up of excerpts from *Let's Modernize Our Horse-and-Buggy Election Laws*, by Brendan Byrne, published by the Center for Information on America, Washington, Connecticut.

**O**UTMODED state election laws are robbing millions of good citizens of one of the most precious privileges of our American heritage—the right to vote in free elections.

Take the case of Louis A. Novins, president of International Telemeter Corporation. He and his wife moved from California to New York in June and thereby became unable to vote in the November elections. They failed to meet New York's requirement of one year residence in the state.

"I have a daughter who, when she was following the fleet as her naval officer husband was being shipped around, went for ten years without being entitled to cast a vote anywhere," says Richard S. Childs, executive committee chairman of the National Municipal League.

Archaic state residence requirements, many adopted a century ago, are the greatest single barrier to voting. An estimated eight million voters out of the 33 million people who moved last year were unable to vote in the 1960 elections because of inability to meet the state, county or precinct residence requirements.

Twentieth century United States has a highly mobile population but state residence laws have not kept pace with the mobility of our people. Despite the millions who move yearly, 35 states still require one year residence in the state,

three demand two years and twelve call for six months.

County and precinct residence requirements also present a problem. If you move to a new precinct in Milwaukee, Wisconsin, you can re-register in ten days. But in Natchez, Mississippi, you lose your right to vote for a year because Mississippi requires one year in the election district. In Philadelphia and other cities you can disfranchise yourself by moving across the street to a new district a month or two before election day. Confusion is compounded by the nationwide custom of observing September 30 as "moving day."

Who are these mobile victims of "horse-and-buggy" residence requirements? They include many of our better educated and more responsible citizens—people with the initiative and character needed to pull up stakes and seek advancement in a new community. Many are educators, lawyers, clergymen; others are business executives.

A General Electric Company spokesman reports that 6 per cent of its executive personnel were disfranchised in 1960 because of being shifted from state to state. A *Newsweek* editor confides, "I know a considerable number of our own executives, salesmen and editors who lost their 1960 vote because of moving."

Oil companies, chain stores and large corporations frequently transfer engineers, managers, salesmen and their executives. Each change of residence within a year usually disfranchises two votes and in some cases more.

"The disfranchisement of eight million for no better reason than their having moved is a disgrace," comments a New York *Herald Tribune* editorial. "State legislatures can correct this before 1964, if they will. The danger is that, elections past, the disfranchised will be forgotten until again it's too late. . . . It's high time



the legislatures got busy and set the laws right."

There is no good reason why mobile voters should not be permitted to vote for president and vice president. Good reasons may be adduced why residents should not participate in electing state and local officials. But that does not apply to the election of the president and vice president, who are nationally known and must serve all of the people in all of the 50 states.

If you'd like to help restore voting rights to your disfranchised fellow-citizens, you can do two things: First, enlist the wholehearted support of your local newspaper editors, radio-TV commentators, civic organizations, business and labor groups, chambers of commerce and public opinion leaders. Secondly, ask your governor and state legislators, county and state political leaders of both parties to re-examine your state election laws to see whether they meet the needs of twentieth century America.

\* \* \*

As a logical sequel to its "Informed Vote" campaigns of recent years, the nonpartisan American Heritage Foundation is conducting a nation-wide educational program on the need to modernize antiquated election laws, thus protecting the right of all qualified citizens to vote.

The American Heritage Foundation believes that the following recommendations by eminent political scientists and election specialists deserve careful consideration. If you think they have merit, pass them along to your state legislators, election officials. Be sure to make the point that these suggestions are offered only in the interest of justice and with the understanding that every possible precaution and safeguard must be taken to insure against fraud and corruption.

Reduce state residence requirements for local, state and congressional elections to six months and county requirements to 30 days. These are the requirements in Idaho—national champion in getting more

of its citizens to the polls than any other state.

Protect the mobile voter by reducing state residence requirements for voting for president and vice president as in Ohio, which requires 40 days residence; California (54 days) or Missouri (60 days). Or adopt a reciprocal arrangement similar to that of Wisconsin, Oregon, Connecticut and Vermont. Wisconsin and Oregon allow a new resident to vote for president and vice president if he can meet all other requirements and can show that he was a qualified voter in the state of his prior residence. Connecticut and Vermont allow a voter who moves permanently from the state to cast an absentee ballot for president and vice president provided he files a declaration of intention to retain his voting residence for that purpose in his former state for a period of 24 months in Connecticut and fifteen months in Vermont.

Permit voters moving within a state to vote in all elections in person or by absentee ballot in their former election district should moving disqualify them from voting in the new district.

Besides residence requirements, another major bar to voting is the inadequate absentee balloting system in many states. The importance of absentee voting was dramatized in the 1960 presidential elections. California, counted safely in the Kennedy column the day after election, swung its vote to Nixon as a result of absentee ballots. Yet five states—New Mexico, Alabama, Louisiana, Mississippi and South Carolina—still deny civilians the privilege of absentee voting by mail.

There is no valid reason why an otherwise qualified voter should forfeit his ballot because he is suddenly called out of town on business, or suffers a death in the family, or is incapacitated. Many states make no provision for balloting in such emergencies.

Here are some suggestions for improving our absentee voting laws. Several

have already been adopted or are under consideration by state legislatures.

Allow absentee voting by mail in both primary and general elections by all citizens of voting age away from their city or state on election day, as Michigan does. Safeguards against fraud should be maintained such as ballots of different colors for military and civilian voters, numbered ballots, careful checking of signatures, etc.

Extend absentee voting privileges to the hospitalized, sick, disabled and others unable to get to the polls, as Colorado and Nebraska have done.

Make it possible for all citizens of voting age outside of the United States to obtain absentee ballots sufficiently in advance so that the ballots may arrive at election boards before election day. All states extend this privilege to members of the Armed Forces. Why not to civilians?

Allow citizens away from the county or state during registration periods, for example, 500,000 Americans abroad, to register by mail, as does Minnesota—with careful precautions and safeguards against fraud and heavy penalties for violations. States requiring registration now permit members of the Armed Forces and their wives to register by mail. The same privilege should be accorded to civilians remotely situated from their home county.

Registration by mail is an essential part of absentee voting. Comparison of signatures and verification of mother's maiden name are a double guarantee against fraud in mail registration.

States that make it easier to register and vote get more of their citizens to the polls.

In Idaho, voting champion among the 50 states, 80.7 per cent of the voting population went to the polls in 1960. Idaho voters enjoy permanent tax-free registration and are allowed to register up to three days before the election. Only six months residence in the state and 30 days in the county are required. There is no precinct residence requirement. It has

a liberal absentee voting law and allows absentees to register by mail.

On the other hand, consider Mississippi, which had the poorest voting record in 1960—25.6 per cent. Mississippi requires two years residence in the state and one year in the election district. It makes payment of a poll tax a condition for civilian voting and does not permit absentee balloting by civilians. No one may register after the first week in July. It also permits a literacy test requiring voters "to read, write and interpret reasonably any section of the state constitution"—a subjective test that is not discrimination-proof.

BRENDAN BYRNE,  
*Executive Director*

The American Heritage Foundation

## Iowans Organize For Reapportionment

In Iowa, where the voters turned down a proposal for a constitutional convention in November, the Citizens Committee for Constitutional Convention has reorganized itself as the Citizens Action Committee for Fair Representation. The committee, at its meeting on November 15, adopted the following basic tenets for an adequate reapportionment bill:

"1. The House membership should be apportioned on a population basis because it is larger than the Senate. The House members should be elected from separate districts, set up on an equal population basis.

"2. The Senate should be established predominantly on an area basis. Its members should be elected from multi-county districts. Exceptions would be those counties with 2 per cent or more of the state's total population. Each of these counties should make up one senatorial district and elect one senator.

"3. These should be automatically reapportioned every ten years, after each federal census, by a bipartisan commission. There should be a strong enforce-

ment provision to assure that this be done."

### ***Waco Has Citizen Legislative Committee***

The city council of Waco, Texas, late last year named 25 business, professional and civic leaders to a Citizens' Legislative Advisory Committee. Main function of the group is to study and develop interest in proposed legislation affecting cities.

According to *Texas Towns and Cities*, published by the Texas Municipal League: "The committee will assist and advise the city governing body and will have the effect of bridging areas of misunderstanding and disinterest among citizens at large. . . . The committee will act as a political force in itself. Where proposed legislation would affect the city of Waco and sound city government generally, the committee will be available for meetings with legislators and for appearance at hearings during the 1961 session."

Other Texas cities have organized similar committees. The movement, it is hoped, will produce "grass roots awareness of municipal problems at a critical time in the history of urban growth."

### ***Lectures on Urban Blight***

The Women's City Club of New York held a series of five lectures, beginning January 17, on "The Battle Against Urban Blight." Speakers included August Heckscher, director of the Twentieth Century Fund; Robert E. Herman, New York commissioner and state rent administrator; Robert S. Fougner, counsel to the Metropolitan Fair Rent Committee; Roger Starr, executive director of the New York Citizens Housing and Planning Council; Harold Birns, deputy commissioner of the New York City Department of Buildings; Abraham M. Bloch, chief city magistrate of New York City; and J. Clarence Davies, executive

director of the New York City Housing and Redevelopment Board.

### ***Seminars for Executives***

In January the Effective Citizens Organization (ECO) conducted two one-day seminars for top executives of corporations in Minneapolis and Duluth respectively, and two two-day practical politics workshops in Chicago. The workshop is a new type of conference developed by ECO to show "how political, governmental and public affairs relate to executives engaged in specific corporate functions."

### ***Watchdog for Legislature***

The Legislative Action Committee of the Citizens League of Minneapolis and Hennepin County is keeping a close watch on the 1961 legislature as it takes up local bills of special impact for Hennepin County and the Minneapolis metropolitan area. The league has taken positions on some of the proposals likely to come up. At the first meeting of the Legislative Action Committee there were 26 items before it which were of concern to the league.

### ***Ten-Year-Old 'Britches'***

"Every healthy boy eventually outgrows his 'britches,'" says the Citizens Civic Association of Fort Wayne, Indiana. Now the association feels it, too, has outgrown its "britches" and it is therefore changing its name to Community Betterment, Inc. According to a recent *News Letter*, there will be a "change of operational policy in order to provide greater emphasis on overcoming neighborhood deterioration through private enterprise and coordinated effort." The organization will strive for increased working capital to defray "the needs of an organization whose budget and staff were originally tailored for a 'family' of sixteen groups, now grown to 82."

## Aid to Lawmakers Evaluated

### Pre-legislative Sessions Recommended in Report

AS STATE legislative agendas have grown in size and complexity, it has become increasingly difficult for legislators, particularly those newly elected, to take thoughtful and deliberative action on the matters of pressing public interest before them. Various efforts have been made to provide aid, including establishment of legislative research councils, bill-drafting staffs and interim committees. Among the more recent developments is the pre-legislative conference, initially conceived of as being a procedural orientation session. Since the '30s such conferences have been held at least once in 36 states and have proved to be invaluable in initiating fledgling legislators into the "rites" of the legislative process.

In the last decade the pre-legislative conference has been gradually expanded in scope to include orientation on substantive matters. This process was accelerated in part by grants from The Ford Foundation in 1956-1959 for partial support of four such conferences "in an effort to stimulate consideration of the possibility of further use of them." *Pre-Legislative Conferences—An Appraisal*, by James B. Kessler (Bureau of Government Research, Indiana University, Bloomington, 1960, 41 pages) describes in detail these four, held in Washington (state) (1956), West Virginia (1957), Indiana (1958) and Hawaii (1959), and includes comments on four others held during that time for comparative detail. The evaluation has four parts:

"(1) An essay of the need for such conferences; (2) a description and analysis of techniques used in organizing and

conducting them; (3) an evaluation of specific conferences and an estimate of their impact on legislative attitudes and action . . . ; and (4) a general evaluation of pre-legislative conferences."

The greatest advantages of such conferences, according to Dr. Kessler, are to be found in the impartial source of information presented and in the fact that issues can be studied and assessed in advance of the hustle and bustle of the regular legislative session. In addition, the limited time of the latter can be used to better advantage with less time spent "to teach new members the tools of their trade and . . . to tutor them on substantive matters." Finally, if adequate publicity has been arranged, such sessions serve an educational function for the public—which was admitted to the discussions in some of the conferences.

Despite such obvious advantages, many of the conferences were not repeated, partly for financial reasons and partly because they may have been identified with one faction or party in a state. Their continuation and effectiveness would seem to be best ensured by establishment of a state tradition of having them and by making sure that the planning is done by a permanent, respected agency trusted by all major political parties and factions.

### The Longest Document Still Growing

The constitution of Louisiana, long notorious as the lengthiest such volume in the nation, has become nearly three times the size of the next two state documents since adoption of 30 amendments at the November election, making it an object lesson of what ought not to be. Recognizing this, the 1960 legislature adopted Senate Concurrent Resolution

No. 5 setting up an interim committee to study the amending process and recommend possible corrective measures.

The Louisiana Legislative Council (P. O. Box 4012, Capitol Station, Baton Rouge) has prepared a monograph, *The Amending Process in Louisiana* (January 1961, 23 pages) as a background study for the committee. The assessment relies heavily upon a 1947 critical article by the late Professor Kimbrough Owen on the state constitution,<sup>1</sup> which summarized the faults of the present amending process as follows:

"(1) It is impossible for the electorate to vote intelligently on the amendments, (2) it results in state interference in local affairs, (3) it renders the constitution almost unintelligible, (4) there is a diffusion of responsibility, and (5) minority rule results therefrom."

In contrast with the ease of that state's method of amendment, which calls for a two-thirds vote of the legislature to put a measure on the ballot and for approval by a majority of those voting, the stiffer requirements of other states are examined.

Although the Legislative Council's main objective was to present these alternatives, the real problem seems to be somewhat different, as indicated by the pamphlet's concluding paragraph, also quoted from Professor Owen:

"It cannot be stressed too strongly, however, that as long as a constitution is replete with detail an easy amending process is an unavoidable evil. The effect of restricting the amending process for a document of this kind would be to saddle the state with procedures that are out of date almost upon adoption. Only with a constitution restricted to fundamental policy and structure can a sensible amending clause be seriously considered."

<sup>1</sup> "The Need for Constitutional Revision in Louisiana," *Louisiana Law Review*, November 1947, pages 47-58.

### **Research on Urban Economics Started**

Resources for the Future has received a \$375,000 grant from The Ford Foundation to support an experimental program to advance the field of urban economics under the guidance of an interuniversity Committee on Urban Economics. The program includes both the development of "across-the-board" activities, including fellowships and grants to scholars in the field and the establishment of a clearing house; and the concentration in specific fields of substantive interest: (1) National-regional structural relationships and metropolitan economic growth; (2) spatial organization of the metropolis; (3) urban services and welfare; (4) the economics of population and human ecology; and (5) regional accounts.

The following general objectives have been outlined by the committee: "To encourage able scholars to do research in urban economics; to strengthen university education in urban economics; to seek out fruitful relationships of economics with other disciplines in developing a better understanding of our urban communities; to improve career possibilities in urban economics; and to improve communication between scholars and action groups so that decisions, both public and private, within urban centers will rest on the best possible knowledge."

### **In Defense Of Politicians**

"Government without politics is not possible in any free society. . . . The politician-layman is and should be on top." This is the essence of two lectures by H. B. Mayo, which have recently been published. *On Politics and Politicians* (Bureau of Public Administration, University of South Carolina, Columbia, 1960, 35 pages) refutes a series of currently prevalent notions concerning the objectives and motivations of political

parties and elected officials in a democratic society. Professor Mayo believes that parties are essential to the achievement of public policies; they clarify the issues, suggest alternative solutions to problems and fix responsibility for carrying out decisions. Thus, the aim of politics is not, as some philosophers assert, to build an ideal society but rather to supply the immediate wants of the people.

This system of democracy which makes politics legitimate creates a class of "much abused and misunderstood public servants." The author feels that the average successful politician combines imagination with an awareness of the limits and possibilities of politics. He has high ethical standards and is generally of higher than average intelligence. He has a wide range of knowledge but his chief expertise should always lie in the realm of politics.

DEBORAH ROSENFELD

### **Local Budget Needs Studied**

Community Research, Inc., has produced a study on budgetary problems in the local county government. *The Lack of a Budget Process In Montgomery County* (Community Research, Inc., 410 West First Street, Dayton, Ohio, 1960, 36 pages) is the second in a series of publications the first of which, *Metropolitan Challenge*,<sup>1</sup> was a descriptive text.

After discussing the organization of fiscal management, the pamphlet analyzes the management of public moneys in the county budget requests, the executive budget (and the lack thereof), appropriations and expenditure controls.

Finally, the Community Research group presents its recommendations. Foremost is the structural reorganization of the county government. This would consist of the establishment of a chief executive position, the creation of a department of

finance and the removal of responsibility for administrative details from the county commissioners so they may devote their attention to policy determination, including review and analysis of the executive budget, appraisal of the tax program and the appropriation of funds.

The methods of achieving these reforms are already provided by the constitution of Ohio. By a simple majority vote, the electorate may adopt an alternative form of county government as approved by the state legislature. Or the citizens may frame a home rule charter which, depending upon the extent of the transfer of powers between local governments, may be adopted by special majorities.

W.J.D.B.

### **Publish Management Conference Proceedings**

Two publications have been issued recently containing the proceedings of conferences dealing with public administration. The Bureau of Government, University of Wisconsin Extension, in cooperation with the Wisconsin Department of Public Welfare, has published an *Abstract of Proceedings—New Horizons in Public Administration*, edited by Leo F. Redfern (Madison, 1960, 46 pages) containing speeches from sessions held February 16 and 17, March 15 and 16, April 19 and 20 and June 14 and 15, 1960. The conference was concerned with the future of public management and had as objectives the following functions: "The maintenance of effectiveness and efficiency in management; the synthesizing of professional and managerial skills; the relating of theory and principles to operations and practice; and the introduction of potential alternatives to present procedures as a means of management improvement."

Similar goals are covered in *Problems and Prospects in Public Management, a Digest of ASPA Regional Conferences 1956-57-58*, by David W. Minar and edited by Edward H. Hobbs and Donald

<sup>1</sup> See the REVIEW, April 1960, page 197.

S. Vaughan (Bureau of Public Administration, University of Mississippi, University, 1960, 133 pages, \$3.00). Covering three conferences held in the eastern, western and southern areas of the country, this volume combines topics discussed under the general headings of "The Context of Public Management: The Administrator, the Legislature, and the Public"; "The Administrator and His Organization: Communications, Structure, and Policy"; "Tools for Public Management" and "Special Problems in Metropolitan Management."

### ***Constitution and Voter***

The Institute of Public Administration of the University of Michigan (Ann Arbor) issued in 1960 a slightly revised version of its 1958 pamphlet, *The Voter and the Michigan Constitution*, edited by Robert H. Pealy (105 pages, \$1.50). It contains a historical analysis of the constitution and chapters on the three branches of the state government, local government, and state and local finance by Milton Greenberg, Leo C. Stine, John W. Lederle, Daniel S. McHargue, Eleanor Tabor Linenthal, Arthur W. Bromage and Dr. Pealy. Since a vote for a constitutional convention will be on the ballot in April, this pamphlet provides a source of information of immediate importance.

### ***Home Rule in Arizona***

The Bureau of Business and Public Research at the University of Arizona, Tucson, issued in November *Constitutional Municipal Home Rule in Arizona*, by David A. Bingham (71 pages, \$1.50) to "acquaint students of local government with the central concept, principles and meaning of Arizona's constitutional home rule grant" and to "serve as a guide and source of information for

present and future Arizona home rule cities." Nearly 60 per cent of the state's population is governed by home rule cities and five of the state's seven largest cities have home rule charters.

Besides outlining Arizona's approach to home rule, Dr. Bingham summarizes the court cases concerning the principles of home rule, conflict, power and procedure.

### ***Makes County Study***

*King County Government and Administration*, by Ruth Ittner (Bureau of Governmental Research and Services, University of Washington, Seattle, August 1960, 103 pages, \$2.50), provides a thorough picture of the governmental organization of King County, Washington, including the functions of each office and the duties of the county officials. It may be obtained from the University of Washington Press, Seattle 5.

### ***With the Research Bureaus***

*Organizing a Metropolitan Research and Information Program, Annual Report 1959-60* of the Pennsylvania-New Jersey-Delaware Metropolitan Project (Penjerdel) (1500 Walnut Street, Philadelphia 2, 12 pages) recounts that association's efforts to initiate such a program covering the eleven-county, three-state region with which it is concerned. Members are being solicited from one hundred-odd nonprofit research institutions and research projects are being organized.

A panel on "Political Research and Urbanism" was presented at the annual meeting of the Southern Political Science Association in Gatlinburg, Tennessee, November 4. Participants included Robert Daland, University of North Carolina, chairman; Daniel R. Grant, Vanderbilt University; and Charles M. Grigg, Florida State University, who presented papers.



# Books in Review

## *Constitutions*

MAJOR PROBLEMS IN STATE CONSTITUTIONAL REVISION. Edited by W. Brooke Graves. Public Administration Service, 1313 East 60th Street, Chicago 37. xiv, 306 pp. \$6.50.

In the last few years there has been a significant upsurge of interest in state constitutions. At the moment constitutional revision efforts are commanding attention in more than a dozen states scattered through every section of the nation. Much of this new interest in modernizing state constitutions can be traced to admonitions in various public and private reports concerning the ability of the states to assume added responsibilities in the years ahead.

Reports by the Kestnbaum Commission and by the American Assembly pointed up the restrictive nature of most state constitutions and recommended re-examination of them in light of current and emerging conditions. Further stimulation of interest in constitutional revision is traced to the performance of the new states of Alaska and Hawaii and also of the commonwealth of Puerto Rico in framing simple, basic charters that could well serve as models for most of the older states.

Pi Sigma Alpha, the national honorary political science society, the Public Administration Service and W. Brooke Graves are to be congratulated for sponsoring and editing this volume. Notwithstanding the recent revival of interest in constitutional revision, the literature in this field shows signs of decades of neglect by both political scientists and legal scholars. It is therefore heartening to see an up-to-date volume of this kind. It should be a most worthwhile companion to the material now reaching the public as part of the National Municipal League's State Constitutional Studies Project and also should complement the recently published *Index Digest of State Constitutions*,

edited by the Legislative Drafting Research Fund of Columbia University. All of these materials are welcome additions to the nearly bare cupboard of recent literature on state constitutional revision.

*Major Problems in State Constitutional Revision* is a symposium consisting of seventeen chapters on various problem areas in constitutional revision. The book provides a statement on the essential characteristics and contents of a good constitution and then offers some aid to citizen leaders, delegates to future constitutional conventions and members of constitutional revision commissions on ways and means of translating the guidelines for a good constitution into the basic law of a state. Thus, the book deals both with the contents of a good constitution and how a state goes about getting one.

It is refreshing to read through the various chapters and note the stress placed upon the need for developing a climate for constitutional revision. Awareness of this essential ingredient for successful revision is well expressed by Francis R. Aumann in his chapter on "The Judiciary Article." Professor Aumann concludes: "The final lesson to be drawn from this experience seems to be that . . . there must be a 'movement firmly rooted in popular realities' . . . and that the success or failure of our effort will depend largely upon the character of the work done in getting a popular movement under way. This is the big job." In line with this thought, the material being developed through the National Municipal League's State Constitutional Studies Project should contribute to the development of a broader popular movement for constitutional modernization.

This writer concurs with the observation of Professor David Fellman, who notes in his chapter on "What Should a State Constitution Contain?" that: "The most obvious, and in many ways the

crucial, fault of state constitutions is that they are too detailed," and accordingly are in need of drastic pruning and simplification which would give legislatures the freedom to meet the new responsibilities of the years ahead. In this regard it should be noted that the book does not neglect the related, and increasingly pressing, problem of legislative reapportionment. This deeply controversial constitutional issue must be equitably resolved if the states are to assume a vigorous role in our federal system and enjoy a wider degree of public confidence in their ability to discharge future responsibilities.

As the authors of the various chapters of this volume would have it, the state constitutions of the future would be brief, readable documents facilitating state and local government action rather than serving as elaborate legal strait-jackets. The most cursory review of state constitutions confirms how distant reality is from the goals discussed in the chapters on the various constitutional articles. This book should aid all those interested in constitutional revision in their attempts to close the gap between reality and the goal of a modern state constitution.

EDWARD M. KRESKY  
Associate Director

New York Commission on the Revision  
and Simplification of the Constitution

### **Metropolitan Areas**

**THE METROPOLIS AND ITS PROBLEMS.** By Roscoe C. Martin and Douglas Price. Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University, Syracuse, New York, 1960. 39 pp.

From August 31 to September 9, 1959, the Maxwell Graduate School played host to a faculty seminar on metropolitan research. The program was made possible through a grant from the Danforth Foundation under its summer seminar program.

*The Metropolis and Its Problems* does not purport to be a systematic summary of what went on but rather consists of an essay—inspired by the conference discussions—and a list of the various participants.

The size of this monograph belies its import. It has been recognized as a unique contribution to the understanding and solution of urban problems through a Fruin-Colnon Award presented by the National Municipal League at the 66th annual National Conference on Government.

The essay discusses the nature of the metropolitan problem, describes the traditional methods of metropolitan research and explores recent trends in research of metropolitan government and politics.

W.J.D.B.

**THE CITY IN TRANSITION.** By Frank W. Barsalou, Carleton Green, Robert A. Sigafos, Ernest M. Fisher and J. Knight Allen. *SRI Journal*, Stanford Research Institute, Menlo Park, California. Vol. 4, Fourth Quarter, 1960. 40 pp. \$1.00.

Produced as a special issue of the *SRI Journal*, *The City in Transition* consists of five articles on issues that will determine the effectiveness of future metropolitan growth.

Dr. Frank Barsalou sets the general tone of the publication in his essay dealing with a wide range of problems confronting the American metropolis.

Carleton Green writes on urban mobility while Robert A. Sigafos discusses the city as a creator of wealth. Changing land uses are analyzed by Ernest M. Fisher and the need for some type of metropolitan government is appraised by J. Knight Allen.

**THE NATURE AND CONTROL OF URBAN DISPERSAL.** Edited by Ernest A. Engelbert. University of California Printing Department, Berkeley and Los Angeles, 1960. vi, 130 pp. \$2.00.

This is the second volume in a series of publications consisting of papers delivered at the first annual conference of the Southern California Planning Institute. Although individual papers tend to reflect single viewpoints, the over-all effect of the essays is an interdisciplinary approach to the problem of urban dispersal. Basic problems, common throughout the country, are thoroughly analyzed. A special section deals with developments in control of urban dispersal in the Los Angeles metropolitan area.

Volume I of the series was *Planning for the Economic Growth of Southern California*, printed in 1955 (112 pages), and volume III, *Transportation and Metropolitan Planning* (81 pages) was published in 1956.

**WORKING-CLASS SUBURB.** A Study of Auto Workers in Suburbia. By Bennett M. Berger. University of California Press, Berkeley and Los Angeles, 1960. xiii, 143 pp. \$3.50.

Does suburbia's new resident change his political allegiance, join the local Rotary Club, buy a grey flannel suit and settle down to junior-executive, middle-class conformity? Research conducted by University of California sociologist Bennett M. Berger refutes the stereotype of the modern suburbanite. At least his findings in Milpitas, California, were contrary to many that have been popularized in such suburbia classics as *The Organization Man* by William H. Whyte, Jr.

Milpitas, located in the greater San Francisco metropolitan area, underwent a great population growth when the Ford Motor Company relocated a large assembly plant in the town. Dr. Berger says the community presents the visual image of a typical suburban town. After interviewing a hundred families who live there, he found the suburban picture did not extend beneath the visual level. Some of his more unusual findings were: "54 per cent of the suburbanites were

born on farms, 74 per cent had had less than a complete high school education, 39 per cent were more than 40 years old, 73 per cent expected to stay in their tract homes permanently, 81 per cent were Democrats, 56 per cent attended church rarely or not at all, 70 per cent belonged to no clubs or organizations and only nine of the fathers were members of the Parent-Teacher Association."

Dr. Berger concluded that suburbia is a place, not a way of life. Each community should be viewed as the separate entity that it is. Educational level, income characteristics and all the other variables used in appraising a community will show the same degree of difference in suburbia as they do when cities are contrasted with one another, when rural areas are compared, or when the structure of small towns are examined.

It is to be hoped that further studies will substantiate Dr. Berger's conclusions. It is reassuring to find that behind the monotonous veneer of tract living individual difference still prevails.

W.J.D.B.

### **ICMA Conference**

1960 CONFERENCE PROCEEDINGS. Summary of the 46th ICMA Annual Conference, San Francisco, October 16-19, 1960. By Robert L. Brunton and Ned L. Wall. The International City Managers' Association, 1313 East 60th Street, Chicago 37, 1960. 68 pp. Illus. \$2.00.

The city managers have accomplished the rare feat of providing condensed reports of all their convention sessions, of which there are sometimes five running simultaneously, with edited condensations of what was said by practically every speaker and discussant. It is an immense job and a mine of practical comment on municipal affairs by practical men eager to exchange ideas and judgments with their opposite numbers in some 540 cities represented at the conference.

R.S.C.

## Additional Books And Pamphlets

### *Agriculture*

AGRICULTURE IN THE DETROIT REGION. By Robert W. Warrilow. Detroit Metropolitan Area Regional Planning Commission, 800 Cadillac Square Building, Detroit 26, January 1960. 25 pp. Map, charts, tables.

### *Assessors*

PROCEEDINGS—INSTITUTE FOR MUNICIPAL ASSESSORS. Papers presented at the 1960 Institute, League of Wisconsin Municipalities, 30 East Johnson Street, Madison 3, 1960. 122 pp. \$3.00.

### *Beautification*

MORE ATTRACTIVE COMMUNITIES FOR CALIFORNIA. A Handbook for Community Action toward the Preservation, Creation and Development of Elements of Beauty in Our Communities. California Roadside Council, 12 Garces Drive, San Francisco 27, 1960. 72 pp. Illus.

### *Budgets*

1962 FEDERAL BUDGET IN BRIEF. Bureau of the Budget, Executive Office of the President, Washington 25, D. C., January 1961. 62 pp. Charts, tables. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

STATE OF OREGON 1961-1963 BUDGET IN BRIEF. Department of Finance and Administration, State Capitol, Salem, Oregon, 1961. 32 pp. Charts, tables.

### *Business*

IMPROVING YOUR COMMUNITY'S BUSINESS CLIMATE. A Handbook of Effective Business Climate Programming. Community and Business Relations Service, General Electric Company, 570 Lexington Avenue, New York 22, 1960. 24 pp.

### *Capital Improvement*

FIVE YEAR CAPITAL IMPROVEMENT PROGRAM—CITY OF DECATUR. Decatur, Illinois, January 1961. Various pages. Maps, tables, charts.

### *Careers in Government*

YOUR CAREER—A Key Administrative, Professional or Technical Position in Local Government? International City Managers' Association, 1313 East 60th Street, Chicago 37, 1960. 8 pp. 10 cents.

### *Community Growth*

A DECADE OF CITIZEN PARTICIPATION IN COMMUNITY GROWTH. City of Milton-Freewater, City Hall, Box 108, Milton-Freewater, Oregon, 1961. 13 pp. Illus., charts.

### *Commuters*

COMMUTING PATTERNS OF WORKERS EMPLOYED IN NEW JERSEY—ESSEX COUNTY. Bureau of Research and Statistics, Division of Employment Security, 28 West State Street, Trenton 25, New Jersey, May 1960. 10 pp. Tables.

### *Constitutions*

FIRST REPORT OF THE CONSTITUTION REVISION COMMITTEE TO THE LEGISLATIVE RESEARCH COMMISSION. By Patton Galloway Wheeler. Kentucky Legislative Research Commission, State Capitol, Frankfort, September 1960. 56 pp.

STATE CONSTITUTIONAL CONVENTIONS: THE LEGISLATURE'S ROLE PREPARING FOR A CONVENTION. By Dean Zenor. Institute of Public Affairs, State University of Iowa, Iowa City, 1960. 44 pp.

### *County Development*

WESTCHESTER—IT'S MORE THAN A COUNTY. Conference on County Development. Westchester Community College, 75 Grasslands Road, Valhalla, New York, 1960. 24 pp.

### *Discrimination*

PATTERN FOR PROGRESS. Final Report to President Eisenhower from the Com-

mittee on Government Contracts. U. S. Government Printing Office, Washington 25, D. C., 1960. 24 pp. Illus.

### **Economics**

**ECONOMY OF THE DETROIT AREA.** A Study of the Characteristics, Trends, Regional Mix of Basic and Non-Basic Industries, with 1970 Employment Projections. By George J. Honzanko. Detroit Metropolitan Area Regional Planning Commission, 800 Cadillac Square Building, Detroit 26, January 1960. 59 pp. Tables.

### **Education—Finance**

**SURVEY OF: PUBLIC SCHOOL FINANCES IN HARRIS COUNTY 1958-59.** Tax Research Association, 818 Continental Building, Houston 2, Texas, December 1960. 15 pp. Tables.

### **Elections and Voting**

**STATEMENT OF VOTE.** General Election and Special Elections in the 11th, 38th and 79th Assembly Districts, November 8, 1960. Party Registration; Voting Precincts; Total Vote Cast. Compiled by Frank M. Jordan. California State Printing Office, Sacramento, 1961. 31 pp.

### **Federalism**

**TWO FACES OF FEDERALISM.** An Outline of an Argument about Pluralism, Unity and Law. By Robert M. Hutchins. Followed by a Discussion. Center for the Study of Democratic Institutions, Box 4068, Santa Barbara, California, January 1961. 126 pp.

### **Housing**

**HOUSING A METROPOLIS—CHICAGO.** By Beverly Duncan and Philip M. Hauser. The Free Press, Glencoe, Illinois, 1961. xxii, 278 pp. \$7.50.

### **Housing—Discrimination**

**RESIDENCE AND RACE.** Final and Comprehensive Report to the Commission on Race and Housing. By Davis McEntire.

University of California Press, Berkeley and Los Angeles, 1960. xxii, 409 pp. \$6.00.

### **Judiciary**

**JUDICIAL SELECTION AND TENURE—THE IOWA PLAN.** The Iowa State Bar Association, 1101 Fleming Building, Des Moines 9, 1960. 4 pp.

### **Lakewood Plan**

**CONTRACT LAW ENFORCEMENT SERVICES BY THE LOS ANGELES COUNTY SHERIFF'S OFFICE.** By Howard H. Earle. John W. Donner Fund, School of Public Administration, University of Southern California, Los Angeles, June 1960. x, 138 pp. \$3.00. (Apply University of Southern California Bookstore, Los Angeles 7.)

### **Legislative Bodies**

**THE IDAHO LEGISLATURE.** By Robert J. Huckshorn, Edward S. Middlemist and C. A. Bottolfsen. Bureau of Public Affairs Research, University of Idaho, Moscow, 1960. 62 pp. \$1.00.

### **Managers' Assistants**

**DIRECTORY OF ASSISTANTS TO MANAGERS.** International City Managers' Association, 1313 East 60th Street, Chicago 37, December 1, 1960. 15 pp. \$1.00.

### **Manuals**

**CONNECTICUT MUNICIPAL MANUAL WITH RHODE ISLAND SUPPLEMENT (1960-61).** Edited by Beldon H. Schaffer. Municipal Manual Publishers, The Bond Wheelwright Company, Freeport, Maine, 1960. 102 pp. Illus.

**MAINE MUNICIPAL MANUAL—1960.** Maine Municipal Association, 335 Forest Avenue, Portland, 1960. 110 pp.

### **Mobile Homes**

**PRACTICALITIES IN MOBILE HOME PARK DEVELOPMENT.** A Symposium on Factors in Planning and Operation of Mobile Home Parks. By Philip Moore, Leslie Jones, Norman Asbury and H. L. Bartholomew. *Urban Land*, Urban Land

Institute, 1200 18th Street, N. W., Washington 6, D. C., December 1960. 6 pp. \$1.00.

### **Model Charters**

MODEL CHARTERS FOR OREGON CITIES. Council-Manager Form of Government. Bureau of Municipal Research and Service, University of Oregon, in cooperation with the League of Oregon Cities, Eugene, 1959. 42 pp. \$2.00.

MODEL CHARTER FOR OREGON CITIES. Mayor-Council Form of Government. Bureau of Municipal Research and Service, University of Oregon, in cooperation with the League of Oregon Cities, Eugene, 1959. 40 pp. \$2.00.

### **Neighborhoods**

A NEW LOOK AT THE BALANCED NEIGHBORHOOD. By Elizabeth Wood. Citizens' Housing and Planning Council of New York City, 20 West 40th Street, New York 18, 1960. 32 pp. 50 cents.

### **Parks**

SELECTED PAPERS FROM THE 40TH ANNUAL MEETING OF THE NATIONAL CONFERENCE ON STATE PARKS, September 18-23, 1960. *Planning and Civic Comment*, Supplement—Part II, American Planning and Civic Association, 901 Union Trust Building, Washington 5, D. C., December 1960. 88 pp.

### **Planning**

COORDINATED SCHOOL AND COMMUNITY PLANNING. Edited by John R. Boice, David Fromm and Don Kenny. The School Planning Laboratory, School of Education, Stanford University, Stanford, California, in cooperation with Educational Facilities Laboratories, 477 Madison Avenue, New York 22, December 1959. Illus.

### **Police**

LAW ENFORCEMENT IN MISSOURI: STATE HIGHWAY PATROL. By Richard A. Watson. Bureau of Government Re-

search, University of Missouri, Columbia, December 1960. 47 pp.

### **Public Assistance**

FEDERAL PROGRAMS OF ASSISTANCE TO LABOR SURPLUS AREAS. A Report of the Interdepartmental Committee to Coordinate Federal Urban Area Assistance Programs. Office of Area Development, Business and Defense Services Administration, U. S. Department of Commerce, Washington 25, D. C., 1960. 50 pp. 35 cents. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

### **Secretary of State**

THE SECRETARY OF STATE. The American Assembly, Columbia University. Edited by Don K. Price. Prentice-Hall, Inc., Englewood Cliffs, New Jersey, 1960. ix, 200 pp. \$1.95.

### **Sinking Funds**

ANNUAL REPORT, COMMISSIONERS OF THE SINKING FUND OF THE CITY OF LOUISVILLE, KENTUCKY, FOR THE YEAR ENDED DECEMBER 31, 1959. The commissioners, City Hall, Louisville, 1960. 65 pp.

### **Taxation and Finance**

BIBLIOGRAPHY ON FEDERAL TAX REVISION. *Research Bibliography*, Tax Foundation, 30 Rockefeller Plaza, New York 20, December 1960. 12 pp.

## **METROPOLITAN AREAS**

(Continued from page 152)

a role—an active role—in getting city-type services to areas beyond the reach of reasonable annexation programs. If it sits on its hands, areas ripe for development . . . may either miss their chances or turn into ill-planned, ill-served weed patches of residential, commercial or industrial development.

"Voting down Durham County Unified doesn't change the facts facing Durham. Its future is tied to change."



M. F. Mahmood and A. J. Alusi, visitors from Iraq, at League office.

## Foreign Visitors At League Office

Two Iraqi public officials conferred with League staff members during their tour of the United States sponsored by the International Cooperation Administration. M. F. Mahmood, secretary to the Minister of the Interior of the Iraqi national government in Baghdad, and A. J. Alusi, chief administrator of the Kadha (county) of FalloJa, visited League headquarters in February. Mr. Alusi was in Phoenix last November for the National Conference on Government.

The secretary-general, Department of Home Affairs and Regional Autonomy, Republic of Indonesia, R. M. Soeparto, also attended the Phoenix conference.

Among other recent visitors from overseas have been Hassine Boussofara, division chief in the Secretariat for Interior of Tunisia, who has the responsibility for a program of technical assistance to local government authorities, and Dr. Prajudi Atmosudirdjo, director of the National Institute of Administration, Republic of Indonesia, who is planning training programs for local officials.

### Conference Planning

*(Continued from page 121)*

"web of governments"—national, state and local.

The 1961 program will concentrate on the special problems involving intergovernmental relationships in metropolitan areas. The Miami-Dade County area was selected as the site of the 1961 meeting because of the special interest which citizens and officials from all parts of the nation have shown in the new metropolitan county government which was established there in 1957. The Conference program will include presentations by local leaders of reports on progress made and problems being faced by this important experiment.

Winston W. Wynne, League regional vice president and a member of the Dade County Commission, and Mrs. Aileen Lotz, executive director of the Government Research Council of the Miami-Dade County Chamber of Commerce, are making arrangements for participation of local leaders in the Conference.

A series of Conference planning sessions is being held at League headquarters during the winter and spring preparing for the announcement of detailed plans by early summer. The program is being planned with the cooperation of the Conference on Metropolitan Area Problems. Subjects under consideration for workshops and general sessions include: state programs to meet metropolitan problems, businessmen and economic development, urban transportation, financing capital improvements, governmental reorganization in metropolitan areas, regional planning, urban renewal, and federal policies for urban development.

Officers and members of the League are urged to send suggestions for the 1961 Conference to William N. Cassella, Jr., who is coordinating program plans.





**Fruin-Colnon**  
Awards for contributions to the understanding of urban problems were presented by League Regional Vice President Curtiss E. Frank to Miss Ruth Moore, Chicago Sun-Times reporter, and Mrs. Dorothy Gazzolo, editor of the Journal of Housing.

## All-America Cities Await Verdict

Announcement of the 1960 All-America Cities team of eleven winning cities will be released to the press in mid-March and carried in the April 11 issue of the NATIONAL CIVIC REVIEW.

Look Magazine, co-sponsor of the competition, will carry one of the largest story and picture coverages the awards have ever received in its April 11 edition, on the newsstands March 28.

George Gallup, director of the American Institute of Public Opinion and foreman of the All-America Cities Jury since 1951, has described the contest in the following words: "The citations are given not for good government or efficient municipal administration or some specific improvement on its own account but rather on the basis of energetic, purposeful, intelligent citizen effort."

The thirteenth year of competition—the 1961 Awards—will be opened in late May at which time the National Municipal League will begin to accept formal nominations.

### Webb Gets Space Post

James E. Webb, a former regional vice president of the League, has been appointed chief of the National Aero-

nautics and Space Administration. Mr. Webb, who is also president of Educational Services, Inc., of the Massachusetts Institute of Technology, previously served in the United States government as budget director and as under-secretary of state.

### Jones Stays in Indonesia

U. S. Ambassador to Indonesia Howard P. Jones, former executive director of the National Municipal League, was among nineteen career men in service as American ambassadors who have been asked to remain in their present diplomatic posts, the White House announced in February.

### Heads Mental Health Post

Frank A. Vanderlip, Jr., has been named chairman of a New York City committee on mental health needs by the New York State Association for Mental Health, Inc.

### New Appointment for Linen

John S. Linen, vice president of the National Municipal League, was appointed to the Industrial Development Committee and the Urban Renewal Committee of West Orange, New Jersey, by Mayor James W. Sheeran.

# 10

**NEW  
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(The above will be issued at various dates during 1961.)

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by Robert B. Dishman, \$1.50
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# Tools for Achieving Better Government

## Campaign Pamphlets

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| Story of the Council-Manager Plan, 32 pages (1959) .....  | \$.25 |
| Charts: Council-Manager Form, Commission Form, Mayor-Council Form (14 $\frac{3}{4}$ x 22"), 50 cents each, set of three ..... | 1.00  |
| Forms of Municipal Government—How Have They Worked? 20 pages (1961) .....   | .25   |
| Facts About the Council-Manager Plan, 8 pages (1961) .....  | .05   |
| City Employees and the Manager Plan, 4 pages (1960) .....   | .05   |
| Comments of Labor Union Leaders in Council-Manager Cities (mimeographed), 6 pages (1959) .....                                | .10   |
| P. R. [Proportional Representation], 12 pages (1960) .....  | .05   |
| The Citizen Association—How to Organize and Run It, 64 pages (1958) .....   | 1.00  |
| The Citizen Association—How to Win Civic Campaigns, 64 pages (1958) .....   | 1.00  |
| (The two pamphlets above may be purchased together for \$1.50)  |       |

## Model Laws

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| Model Accrual Budget Law, 40 pages (1946) .....   | .75  |
| Model Cash Basis Budget Law, 42 pages (1948) .....  | .75  |
| Model City Charter, 172 pages (1941) .....  | 1.50 |
| Model Civilian Absentee Voting Law, 14 pp. mimeographed (1959) ....                                 | 2.00 |
| Model County and Municipal Bond Law, 54 pages (1953) .....  | 1.00 |
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| Model Direct Primary Election System, 46 pages (1951) .....   | 1.00 |
| Model Election Administration System, 32 pp. mimeographed (1959) ....                               | 2.00 |
| Model Investment of State Funds Law, 38 pages (1954) .....  | 1.00 |
| Model Municipal Revenue Bond Law, 31 pages (1958) .....   | 1.00 |
| Model Real Property Tax Collection Law, 60 pages (1954) .....                                       | 1.00 |
| Model State and Regional Planning Law, 73 pages (1955) .....  | 1.00 |
| Model State Campaign Contributions and Expenditures Reporting Law, 28 pp. mimeographed (1961) ..... | 2.00 |
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| Model State Medico-legal Investigative System, 40 pages (1961) .....                                | .50  |
| Model Voter Registration System, 56 pages (1957) .....  | 1.00 |

## Other Pamphlets and Books

|  |      |
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| Best Practice Under the Manager Plan, 8 pages (1960) .....   | .15  |
| Chronic Overlapping, by James K. Pollock (Reprinted from NATIONAL CIVIC REVIEW), 8 pp. (1960) .....    | .25  |
| Civic Victories, by Richard S. Childs, 367 pages (1952) .....  | 3.50 |
| Compilation of the 48 Direct Primary Systems, 55 pages (1960) .....                                    | 2.00 |
| Coroners—A Symposium of Legal Bases and Actual Practices, 102 pages mimeographed (1960) .....          | 2.00 |
| Digest of County Manager Charters and Laws, 82 pages (1960) .....                                      | 2.00 |
| Goals for Metropolis, by Luther Gulick (Reprinted from NATIONAL CIVIC REVIEW), 10 pp. (1960) .....     | .25  |
| Guide for Charter Commissions, 48 pages (1960) .....   | 1.00 |
| Manager Plan Abandonments, by Arthur W. Bromage, 40 pages (1959) .....                                 | .50  |
| Maze of Governments, by W. Brooke Graves (Reprinted from NATIONAL CIVIC REVIEW), 25 pp. (1960) .....   | .50  |
| Metropolitan Areas 1960, by Paul Studenski (Reprinted from NATIONAL CIVIC REVIEW), 17 pp. (1960) ..... | .50  |
| Proportional Representation—Illustrative Election, 8 pages (1951) .....                                | .10  |
| Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940) .....        | .25  |

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